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The problem of personnel administration in the United States Navy.

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THE PROBLEM OF PERSONNEL ADMINISTRATION IN THE UNITED STATES NAVY

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THE PROBLEM OF PERSONNEL ADMINISTRATION IN THE UNITED STATES NAVY

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My faculty adviser, Paul A. Jones, gave his assistance and advice generously at all times, and I wish to express my gratitude for his valuable efforts.

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PREFACE

This thesis is designed to present an outline of personnel administration as it applies to the United States Navy. It is divided into four sections:

1. The field of personnel administration, in which the subject is defined and some comparisons are made between the Navy and large business organizations.
2. The background of personnel administration, which discusses the historical aspect of the Navy personnel policies.
3. The personnel program of the Navy, covering briefly the rise of current policies and a description of the present program.
4. The Navy's personnel problems, dealing with some of the situations peculiar to the naval institution at the present time.

In order to touch briefly on most of the aspects of this extensive field, the material has been presented in broad overview form. The manner in which the various subjects have been covered is designed to give the reader a general background which will stimulate interest and further

research on specific topics. Some solutions to problems are offered, but for the most part this study has satisfied itself with pointing out the situation which exists.

There has been little writing done on the overall field of Navy personnel administration. To the writer's knowledge, no single previous work has attempted to present the material covered in this thesis. By covering the entire subject in one paper it is hoped to bring to the attention of officers, candidate officers, petty officers and other interested individuals, the background for the Navy's personnel program, and to cover the current policies in such a manner that a better understanding will result. In this way, a start can be made toward the complete use of existing facilities and toward continual betterment of the personnel program.

CHAPTER I

THE FIELD OF PERSONNEL ADMINISTRATION

Introduction

In the past thirty years there has grown an increasing emphasis on the art of directing people and of getting the most effective work from them. As the techniques for accomplishing this purpose have been studied, it has been recognized more and more that an organization must place men in jobs for which they are fitted, train them in their duties, and inspire them to apply their abilities with willingness and cooperation. All this is necessary if the organization is to function at maximum efficiency. The individuals responsible for the administration of personnel must have a sound background of psychological knowledge in order to carry out this program.

The need for cooperation, interest, and good will on the part of the members of an organization are being evaluated at a higher worth today than ever before. In order to gain these attitudes, it is necessary to have men correctly placed in work for which they are capable and trained. Business organizations have stressed the development of these qualities to the point that a new science has grown up--the

science of personnel management and administration.

From a practical, businessman's point of view, it has been observed that the organizations practicing a humane, modern, progressive policy of personnel relations have been conspicuously successful in competition with organizations more backward in their personnel programs. It has become widely accepted that managers in business must possess themselves of a point of view, purposes, and methods which secure cooperation and productivity.

In some respects the United States Navy has been reluctant to adopt the philosophy and teachings of this new science. We have not been without our prophets; one authority wrote in 1920:

> The personal side is a matter of training and morale. The material part is of no value unless it is operated by skill and by the will to win. Slackness or inexperience or lack of heart in officers or men--any of these may bring ruin. Napoleon once spoke of the Russian army as brave, but as "an army without a soul." A navy must have a soul. Unfortunately, the tendency in recent years has been to emphasize the material and the mechanical at the expense of the intellectual and spiritual. With all the enormous development of the ships and weapons, it must be remembered that the man is, and always will be, greater than the machine.[1]

This logic was brought home forcefully in World War II when we became aware of our shortcomings and embarked upon a program designed to bring the Navy's personnel administration up to date. Unfortunately, the personnel man-

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[1]William Oliver Stevens and Allan Westcott, A History of Sea Power (New York: George H. Doran Co., 1920), p. 445.

agers--the officers and petty officers of the Navy, who are responsible for the success or failure of any policy--have not kept apace with the progress made by the Bureau of Naval Personnel in this field. Many officers who pride themselves on being able to understand the most complicated new electronic device, cannot interpret the test scores entered in a recruit's service record, pages 4A and 4B; indeed, many do not even know that such an indication of the individual's abilities exists.

Before elaborating further on the field of personnel administration, it will be well to avail ourselves of a definition. Tead and Metcalf define personnel administration as follows:

> Personnel administration is the planning, supervision, direction, and coordination of those activities of an organization which contribute to realizing the defined purposes of that organization with a minimum of human effort and friction, with an animating spirit of cooperation, and with proper regard for the genuine well-being of all members of the organization.[2]

It can be seen from this definition that these activities must permeate all phases of an organization. While we may have individuals designated as "personnel," "welfare," or "morale" officers, the responsibility for carrying out the basic policies of good personnel administration falls on all those in a position of responsibility. "The real personnel managers are the lesser executives--the foremen and the supervisors, who carry out the personnel policies

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[2]Ordway Tead and Henry C. Metcalf, Personnel Administration (New York: McGraw Hill, 1933), p. 2.

decided upon by top management."[3] This statement, made of business organizations, is equally true of the Navy where every officer and petty officer is a personnel manager.

Mission of Personnel Administration

Defining Purposes

We have stated in our definition that personnel work must contribute to realizing the defined purposes of an organization. It is basic in this statement that all the members of the organization must recognize these purposes in order to cooperate in realizing them. No other type of organization can define its objectives more clearly than can the United States Navy, nor can any purposes of existence be more readily understood.

Business organizations often find difficulty in arriving at a satisfactory set of objectives, other than the profit motive inherent in our economic system, and resort to unconvincing statements of altruistic ideals which serve only to antagonize their members. We of the Navy are grouped together in a common cause which serves the major purpose of defending our country. We possess an objective towards which we can expect the fullest support from our members. The recognition of this objective gives the members of the naval

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[3]Rex F. Harlow and Marvin M. Black, Practical Public Relations (New York: Harper, 1947), p. 77.

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service an ideal which should be used as a motivating factor. The members' personal differences with short run policies or personalities can often be smoothed over by keeping before them the greater objectives of the service.

Well Being of Members

The part of our definition which contains the essense of a smoothly functioning personnel program is "proper regard for the genuine well-being of all members of the organization." This implies a basic knowledge of what is essential to the well-being of the individual, and this knowledge of psychological, physical, social, and moral needs is necessary for all those handling personnel. Business organizations have found that regard for the members must be sincere, and it must not be paternalistic to the extent of dictating to personnel.

In this phase, a good personnel program must allow free growth and mobility of the individual in the fields of self-choice, self-discipline, and mental expansion. Time and again business leaders such as Henry Ford have discovered to their disappointment that a planned life, however well conceived, is not to the liking of the employees. Workmen wish to make their own decisions on personal matters, whether they be right or wrong, and the greater appearance of freedom of choice that can be given personnel the more willing will

be their cooperation. Business studies in this field appear to have implications of value to the Navy in applying its personnel program.

Personnel Administration's Part In Public Relations

A vital part of a successful program of personnel administration is the maintenance of favorable relations with the community. In the case of the United States Navy, our community is the entire world. Although public relations counsels are not in complete agreement on all phases of their work, they all recognize the fact that one of the most effective agents in creating a good impression on the public is good morale on the part of the organization's members. A large number of opinions formed by the public are gained from contact with the personnel of the Navy. We are far more willing to believe the word of an actual member of an organization with regard to that organization's practices, than we are to accept a smoothly written news report on those practices.

In these days of a large Navy, it is the exceptional individual who does not know one or more members of the naval service. Our public relations program begins in building a sympathetic and cooperative sentiment within our own organization, so that our "word-of-mouth" relations are favorable. There are many other techniques of public relations which

are carried on continually by the specialists in that field, but their effect is never as significant as the good will of naval personnel. This is one of many reasons that an important part of personnel administration is the building up of morale in the naval organization.

Placement of Individuals

We have stated in our definition that work must be accomplished with "a minimum of human effort and friction." Obviously this implies placing the individual in a job for which he is mentally, psychologically, and physically fitted. Personnel administration must go farther than merely eliminating the obvious "square peg in a round hole." The more adequately we can determine individual abilities, the less effort and friction will be encountered when these individuals are assigned their duties. On this premise is based the Navy's extensive classification and distribution program.

Educational Requirements in Personnel Administration

Finally, personnel work is seen largely as educational work--both for the rank and file and for those officers and petty officers who are the personnel managers. This must be accomplished both by Navy training schools and by efficient on-the-job training. The Navy must strive to keep abreast of modern educational methods and utilize them on all pos-

sible occasions, for only by use of a vigorous and dynamic system of education can we cope with the rapidly changing nature of modern warfare.

Summary and Conclusions

1. The need for specialized knowledge in personnel administration has been demonstrated clearly in the past thirty years, and virtually all large organizations have utilized studies in this field. The Navy has recognized the advantages of a sound personnel program, and is taking advantage of the accumulated learnings of this new science.

2. Personnel work cannot be thought of as a function of any individual or group of individuals, but rather as a continual process which is carried on by all those in a position of responsibility. In the Navy, this means that all officers and petty officers are personnel managers.

3. The Navy's personnel program has not produced the maximum possible benefits due to a lack of knowledge and appreciation on the part of responsible individuals in the lower echelons.

4. A sound personnel policy must have the effect of encouraging cooperation and effort on the part of the organization's members. This must be accomplished by giving them the feeling of "belonging" in the organization, and of allowing them as much initiative and freedom of action as possible.

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5. Adherence to programs designed to benefit or raise the social status of personnel must be more than academic, and should be evidenced by positive action prompted by a genuine interest in the welfare of the personnel.

6. The esprit de corps of Navy personnel is the most effective instrument for producing favorable public relations with the outside community.

7. Techniques for the administration of personnel must keep pace with the growth and technical advances of the Navy as a whole.

8. The proper placement of the individual is essential to the smooth functioning of an organization. The Navy has developed an extensive program of classification and distribution to accomplish this purpose.

9. Education of Navy personnel is a vital part of personnel administration. This education must be carried out at all levels and its methods must be dynamic in order to be effective.

CHAPTER II

THE BACKGROUND OF NAVY PERSONNEL ADMINISTRATION

Introduction

The sixteenth, seventeenth, and eighteenth centuries were periods of little change in ships and the men who sailed them. A British sailor fighting the Spanish Armada in 1588 would have been perfectly at home on a warship fighting the Americans in 1812, and he would have noticed little difference between the ships of the two periods as he scrambled aloft to reef a tops'l. However, the progress of the next fifty years would have left the same sailor utterly confused aboard the smoke belching MONITOR or MERRIMAC as these famous steam-propelled ironclads fought the battle at Hampton Roads that changed the methods of sea warfare.

The change in ships and techniques of naval warfare since the Civil War need little description; in our time we have seen a revolution in ways of combat, with no indication that the pace of change will abate. The old marlinspike seaman still has a place aboard ship, but his abilities are now but a part of the intricate knowledge required to operate a great fighting ship. New rates and new skills have come into being at such a rapid rate during the past ten years that

CHAPTER IX

BY MACHINERY OR MANUAL LABOR—WHICH?

INTRODUCTION

The discovery, experiment, and application mentioned were begun at first merely to relieve man from the most arduous labor. A desire only fleetingly was formed to a modest lifestyle in America in 1815, but in nearly three centuries civilization has moved at the two impulses in the beginning stage to be answering first to need a second). Somehow, the invention of the most highly improved the machine of the modern. The new machinery has enough for the first few years a surplus of goods, but as population increased the demand for goods outstripped the supply of machinery. Then the new machinery was pressed into service to produce more than enough for the people. The old machinery was still there a place should only, but the majority and the use of the industrial revolution required to operate a new machine at least once a particular to make a change, also an industrial revolution was the first few years a surplus of goods, but as population increased the demand for goods outstripped the supply of machinery. Then the new machinery was pressed into service to produce more than enough for the people. The old machinery was still there a place should only, but the majority and the use of the industrial revolution required to operate a new machine at least once a particular to make a change, also an industrial revolution

old Navy hands are prompted to remark in some sadness, "It's not the same old Navy."

For better or for worse, this statement is undoubtedly true. In the sense that for long periods of time in the past the Navy was a more or less static organization, there will probably never again be a "same old Navy," for whether or not we approve, the rate of change is ever increasing.

Our Navy has kept pace with the technical advances in other fields; in fact, many times has been in the vanguard in the development and application of new scientific principles. In the field of personnel administration, however, many Navy personnel "managers" went into World War II with policies little changed from the days of marlinspike seamanship.

The History of Navy Personnel Administration

Navy Personnel Prior to 1812

As long as methods of naval warfare remained stable, the need for trained personnel in the Navy proper was at a minimum. The American Navy disbanded after the Revolutionary War with the belief that should war clouds again appear on the horizon a fighting force could be assembled posthaste from the merchant ships carrying on the trade of the new country. Both merchant ships and men o' war were laid down according to much the same specifications, and many of our

famous fighting ships of the Revolutionary War had been converted merchantmen. Personnel of the Navy and merchant marine were required to possess virtually the same skills, and as long as we had merchant seamen we had no concern about the availability of trained Navy personnel.

This belief was only partially true in 1812, and certainly that was the last American war in which there could be any such assumption made. Even while the War of 1812 was in progress, developments were under way which were to change all concepts of naval warfare.

The Effect of Steam on Navy Personnel

In 1814 Robert Fulton built the first American warship propelled by steam. He named it the "DEMOLOGOS," Greek for "voice of the people." Unfortunately the ship was not completed until 1815 when the sea war had ended, and it was never tried in combat. We regard with amusement today this primitive steam warship, with its paddlewheel located amidships and heavy wooden armour outboard of the wheel to prevent cannonball damage; but this was little over one-hundred and twenty-five years ago.

The sailing vessel died hard, but its fate was already sealed with the DEMOLOGOS. Fulton himself foresaw a day when there would be no sailing ships, and as is usual when great inventions come into being, the inventor made a prediction. According to Brodie, "it was his belief that

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the transference of tactical supremacy to war vessels of this nature would ultimately serve to abolish war."[1] So it has been with each new, more horrifying invention of destruction; its inventors and the more idealistic people of the day join in hailing it as the savior of the world. Surely, they say, no human being would use this new instrument of war on other human beings. The historical fact remains that they always have.

The new steam warships had their first test by European navies in the Crimean War, but only for use in bombarding shore batteries. After the Crimean War, many "experts" stated that:

> . . . . thenceforth there would be no naval battles, that the victory would be assured in advance to the side possessing superior engines of destruction. Preparation for war would be everything, and war itself would consist of the simple utilization of instruments provided in time of peace. In such a picture the place of the steam engine loomed large. To dominate the seas, seamen would no longer be necessary, but only engineers and money.[2]

There was much bewailing of the sad fate that was overtaking the ancient profession of seafaring. Commentators pointed out that thenceforth there would be no necessity for skilled personnel; the operation of the steam warship would be such an automatic procedure that anyone could master its intricacies with very little experience.

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[1]Bernard Brodie, Sea Power in the Machine Age (Princeton, N. J.: Princeton University Press, 1941), p. 21

[2]Ibid., p. 72.

[illegible]

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Gunnery, under this new order, would become largely an automatic procedure. Mechanically trained and pointed naval rifles were replacing cannon which were trained by lines and pulleys, and pointed by the roll of the ship. Obtaining skilled personnel would soon be no longer a problem.

So much for the clouded crystal ball of circa 1850. As we shall see, each technical advance in warfare brought with it the necessity for longer periods of training for the personnel who were to utilize the new equipment.

Specialization of work begins.--The widespread adoption of steam as a propelling power had already brought with it the first major change in personnel policy in hundreds of years. A group of specialists must be designated as engineering personnel. This condition, which seems so commonplace to us, created no small problem in the American Navy of the nineteenth century.

Prior to this time, a sailor was an individual who could perform practically all of the tasks required of a seagoing man. No questions were asked as to what his specific abilities were; it was assumed that if he were an able bodied seaman he was capable of handling the sails, firing the guns, or carrying out any other order normally given shipboard personnel. Some individuals became more proficient than the average at one job or another and became ship's carpenter, gunner, or cook. They were specializing, but they still were able to handle the other phases of their

original job. But here a new factor had been introduced; a group of men who spent their time below decks and knew little about the traditional pursuits of the men who sailed ships.

Deck and engineering sailors got along so poorly at first that commanding officers despaired of ever getting agreement between the two; but as time wore on their differences were forgotten and they settled down into the armed truce that has since existed. The wedge had been entered into the seagoing profession; henceforth the question must be asked, "You're a sailor? What do you do?"

The Development of Specialization In the Navy

As more technical advances were made in ships, more specialization was necessary. Our rating structure began to develop as the Navy realized that even on deck there was a limit to the variety of work a man could understand.

Even through World War I, however, the rates were few in number, and new rates were added slowly. A few new rates such as radioman, fire controlman, and aviation machinist's made were added between 1910 and 1930, but each rate covered a broad field and the men were prepared to take over any new job which fell in a related field.

Other Historical Trends in Navy Personnel Policies

Added responsibility through steam power.--The advent of steam power in the Navy had led to more than specialization. It soon became obvious that if men were to be entrusted with jobs requiring the responsibility over expensive machinery, and machinery which was capable of causing death and disaster to the ship, a modification of the seagoing ideas regarding discipline must be made. The men were being forced to use a greater degree of initiative and judgment, and the constant threat of rigid discipline was bound to undermine the quality of their work.

This consideration, combined with an ever increasing emphasis on the rights of the individual in every walk of American life, began the evolution of an enlightened policy toward the handling of Navy personnel.

The SOMERS Case.--The strict and sometimes arbitrary quality of Navy discipline was brought to the fore in 1842 when Captain Alexander Mackenzie, U. S. N., held a drumhead court for mutiny on a midshipman and two enlisted men aboard the U. S. S. SOMERS, a training ship. His action seems impossible to modern Navy personnel; all three persons were hanged from the yardarm.

The charge had been poorly proven on the midshipman, philip Spencer, and the proof of guilt seemed even less conclusive in the cases of enlisted men Small and Cromwell. One authority says:

[illegible]

[illegible]

> Finally, Small's guilt as a conspirator was doubtful and there was no proof at all of Cromwell's. From this distance it seems that Mackenzie let imagination and temper override his judgment. . . .[3]

The midshipman's father happened to be the current Secretary of War, and the case brought down a storm of newspaper criticism. The Navy received much unfavorable comment for allowing a system of discipline which permitted the power of life and death to reside in the hands of one man.

The result of the SOMERS episode was a revision of Navy Regulations toward a more liberal Navy. Soon commanding officers were no longer authorized to carry out the death penalty. This was an extreme step, for hitherto the captain of a ship was law unto himself; a hundred years previous no one would have thought to question this right.

Furthermore, this case pointed out the need for trained officers. If a man was to have such extreme authority as is vested in the commanding officer of a ship, he should be capable and educated in his work. The result of such thinking was the Naval Academy at Annapolis, founded in 1845.

The Navy realizes the need for better enlisted men.-- The Navy needed not only better trained and more intelligent officers; it also needed a higher calibre of enlisted men. The new era of steam and machinery required men to reason as well as to possess manual skills. These facts became increas-

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[3]Standards and Curriculum Division, Training, Bureau of Naval Personnel, Your Navy (Washington, D. C.: Government Printing Office, 1946), p. 233.

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[illegible] and Administration Division, Bureau of Naval Personnel, Navy Department [illegible], p. 7. Hereinafter [illegible] cited, [illegible], p. [illegible].

ingly obvious as equipment became more and more complex. The answer, however, was not a simple one.

Seagoing was a traditionally rough life. It had drawn its personnel from the dregs of society; the fugitive from the law, the ne'er do well, the adventurer with few scruples. Sailors were near the bottom in the social ladder, and their behavior warranted little change in this opinion. Food aboard Navy ships consisted of the customary hardtack and salt horse. As late as 1864 Navy men sat cross legged and ate this seagoing fare with oilcloth aprons in their laps.[4] Sailors' manners and morals were not such at this time as to cause fond parents' encouragement of their children toward a life in the Navy. Something had to be done to induce a better class of men to join the naval service, and the most effective means was to raise the standards and quality of personnel.

Consequently, in the 1880's, Admiral Stephen B. Luce, U. S. N., launched a training program designed to make sailors better educated and more acceptable socially. At the same time he had an eye to morale as he encouraged sports and recreational programs aboard ship. For the first time, sailors were furnished with books for their spare time reading. Courses in English, mathematics, and geography were introduced. Admiral Luce had the idea that a well-

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[4] Ibid., p. 354.

Ibid., p. 238.

informed sailor makes a better fighting man as well as a better citizen.

Much has been done to raise the intellectual level of Navy personnel. The enlisted man of today, taking a keen interest in national affairs and consuming avidly the offerings of the ship's library, is a far cry from the ignorant social misfit of the nineteenth century. However, the Navy must continue its efforts to gain for its personnel the social acceptance commensurate with their responsibilities and abilities.

Personnel Administration in the Modern Navy

The Navy Stagnates Between World Wars

In the period between World Wars, the size of the forces afloat was cut down so severely that few recruits entered the service each year, and the personnel were largely old hands who remained in each rate many years. To these men knowing their own jobs with a thoroughness bred of years experience, a new variation of their familiar work presented no problem. The traditional ships of the line underwent little change in this period. In aviation and the submarine fleet, the personnel grew up along with the changes that were introduced, but these branches were still considered mere adjuncts to the more important battleships and cruisers. During the 1930's the number of men in the Navy was under

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100,000. Even on June 30, 1939, the personnel numbered only 110,087; on June 30, 1940, when Europe was already at war, 144,824. There was no particular training problem; to take care of every new man striking for a rate, there were several old hands to show him how.

Personnel Expansion During World War II

Between June, 1940, and December 31, 1941, the Navy had more than doubled, reaching a size of 330,821. In the years following 1941, until reaching its peak in 1945, the personnel increased tenfold. From slightly over three-hundred thousand to over three million men, in the period of four years.

Specialization in World War II

Along with the increase in numbers, there was a corresponding increase in the complexity of jobs. Rates that formerly had covered a broad field, such as radioman, were broken down to several new rates covering specific fields in electronics and radio work. Where the Navy of 1941 had so few rates that any experienced sailor could name them all with ease, by 1945 there were approximately 450 rates and specialties.[5]

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[5]John R. Miles and Charles R. Spain, Audio-Visual aids in the Armed Services (Washington, D. C.: American Council on Education, 1947), p. 3.

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Steve E. Allen and Evelyn D. Brown, Individual also in the Human Condition (Philadelphia, P. T. Barnum Company, 1917), p. 14.

Future Needs

The speed with which the Navy grew during World War II may be only a sample of the speed with which we may have to mobilize in future wars. In the last war we had England to hold off the enemy on one side while we fought for existence on the other side. In the future, we may have to make this expansion with even less time, for we may not be able to count on allies to give us time to train men.

We cannot count on great reserves of manpower which would allow us to profligate with personnel, for in the next conflict we may not have the majority of numbers on our side. Such countries as China, Russia, and India outnumber us so heavily that we must count on using every man to the best advantage.

For these reasons, the Navy will be forced to depend on a sound program of personnel administration in order to utilize its manpower without waste. Such a program is being developed constantly by the Bureau of Naval Personnel.

Basic Needs in Detailing Personnel

Classification and training.--Viewed under the exaggerated conditions of war mobilization, which obviously are the conditions in which the chips are down and we are forced to produce or else, two needs stand out clearly in the handling of recruits: first, the recognition of aptitudes and

Text-to-Speech

The speed with which the text gets spoken depends on the speed setting of the text-to-speech engine. If the user wants to modify the speed setting, they can do so from the Settings app. In the list of the options, they need to select the option which says Text-to-speech output. In the "Preferred engine" option, they can select the engine they want to use.

If needed, users can change the language of text-to-speech engine as well. To do this, they need to select the option which says Install voice data. Then they can select the language they want to use.

Users can also change the speed at which the text-to-speech engine speaks the text. To do this, they need to select the option which says Speech rate. Then they can select the speed they want to use.

Pico TTS

Pico TTS is a small speech synthesizer that supports a limited number of languages. It is the default text-to-speech engine on Android devices.

Using Pico TTS

Before using Pico TTS, you must first install the voice data for the languages you want to use. To do this, open the Settings app and select the option which says Text-to-speech output. Then select the option which says Install voice data.

abilities on the part of the personnel, and second, the training of individuals into the specific abilities and skills required by the Navy. Looking backward now, we can see that these conditions always existed, but we never were forced to recognize them so forcibly because the chips (and ships) never went down quite so fast or so hard as they did in 1941.

Billet analysis.--A corollary to these needs is a third requirement; if we are going to ascertain a man's ability for a specific job and then train him for that job, we must know what are the techniques and duties of that job. Hence, we must analyze, or break down, each job into its component parts and assure ourselves that our job analysis is accurate for the entire Navy. Such a work description is called a "billet analysis" in the Navy, and while it is desirable for all rates, it is particularly valuable in the case of newly established rates about which there is inevitably some confusion.

Care in detailing.--Once the personnel have been classified and trained for a job, another factor is introduced. The man who has been trained for a specific job must be put into that job as soon as possible, and there must be constant vigilance on the part of individuals engaged in personnel work to make sure that such trained personnel are not wasted in work requiring less training and ability.

In order to assure efficient use of trained personnel,

there must be an accounting system which enables officers engaged in detailing personnel to know at any time how many men of a specific ability are available, where they are, and other pertinent facts. This is carried in the Bureau of Naval Personnel and in other commands issuing orders by means of machine bookkeeping systems such as the International Business Machine equipment. But control in order issuing centers, however efficient, is not the complete answer.

Care in individual commands.--A vital part in the optimum utilization of personnel is the intelligent handling of men in the individual commands. It is of no avail to give a man extensive classification tests and assign him where his abilities are needed if the officers of his ship or station ignore his qualifications.

The usual reason for misuse of personnel is lack of understanding on the part of officers in the field. The individual's test scores are recorded and placed in his service record on pages 4A-4B. These scores are based on a simple, but statistically scientific method, and they show the man's ability as compared to the general population. They indicate his relative standing in general intelligence as well as in more specific fields related to the various types of work aboard ship. The service record also shows what, if any, schools or courses the individual has completed. With this information, a division officer can draw strikers from a new draft of men with a reasonable assurance that their work will

be satisfactory. The weakness in this seemingly efficient system is the lack of understanding on the part of officers as to what the marks mean.

All officers are responsible.--It now becomes obvious as to the implications of one of our basic premises presented in Chapter One that "every officer and petty officer is a personnel manager." The responsibility is not only on the part of the officer vested with the title of "personnel officer," for in small commands he is usually a general service officer selected at random from the personnel available. Even were he specially trained, the other officers would not be relieved of their duty to understand the meaning of the information presented in service records, and to make themselves available of this valuable indication regarding the individual's ability. On this may depend the smooth functioning of their jobs.

In times of war, the inefficient use of personnel has been costly; in the greatly curtailed peacetime institution, we must have properly placed personnel in order to lay a sound foundation for rapid expansion. As has been noted, in future wars the United States may not have the great pool of manpower that the enemy possesses. It may be necessary to utilize all available personnel to the optimum in order to exist.

The Development of the Bureau of Naval Personnel

Historical Background

Origin.--As late as 1942 there was no bureau specifically designated by name as a personnel agency. The name that the present Bureau of Naval Personnel held at that time, "The Bureau of Navigation," indicates that this bureau had grown up from an organization originally founded with an altogether different purpose. The background of the Bureau of Naval Personnel involves many different agencies, all handling personnel at various times in the Navy's history.

The Navy Department about 1815.--Shortly after 1815, immediately following the end of the War of 1812, the Navy Department was composed of three administrative divisions: the office of the Secretary of the Navy, the office of the Commissioners (three in number), and the office of the Accountant of the Navy. The office of the Secretary was concerned with personnel, movement of vessels, and discipline. The office of the Commissioners dealt principally with naval material, while the Accountant advised the Secretary on naval matters pertaining to finance.

The Depot of Charts and Instruments.--In 1830 the Navy established a Depot of Charts and Instruments. This was the beginning of the Hydrographic Office and the Naval

The Development of the Systems of Local Government

Development Investigated

Origin.--It is to this study that we turned when initially investigating by means of a questionnaire method. The name used the Computer Systems of Local Government Study at that time, "The Systems of Municipal," initiating some only because they claim it does not accommodate relatively standard with no discernible different variance. The investigation of the systems of Local Government initiated many differences since, all inquiries concerned or matters since in the county already.

The Four Municipalities Study Unit.--Generally other city, immediately following the end of the War of 1812, the Local Governments was composed of three municipalities situations can attain of the Province of New York, the cities in the Constitutional Court in Albany, and the cities of the Province of the City. The cities in the Province with jurisdiction, assessment of taxation, and operations. The cities of the Constitutional Court jurisdiction, with local matters, while the Provincial Parliament was responsible to Local matters (matters be finished.

The Study of Cities and Jurisdiction.--It [illegible] was only municipalities a Court of Common and Jurisdiction. This was the jurisdiction of the Provincial Parliament and the Local

Observatory, and also the organization handling observational work in astronomy, magnetism, and meteorology.

Bureau system established.--In 1842 the Board of Commissioners and their office were abolished, and the "bureau system" was established by the Act of 31 August, 1842. This act provided for five bureaus:

The Bureau of Yards and Docks

The Bureau of Construction, Equipment, and Repair

The Bureau of Provisions and Clothing

The Bureau of Ordnance and Hydrography

The Bureau of Medicine and Surgery.

This act is still in effect and is quoted in Navy Regulations:

> The business of the Department of the Navy not specifically assigned by law shall be distributed in such manner as the Secretary of the Navy shall judge to be expedient and proper among the following bureaus. . . .[6]

At this time there was no provision made for the handling of personnel. The Secretary's office continued to carry out this function, a weakness of the bureau system which was not remedied for many years.

At the time the Board of Navy Commissioners was abolished, in 1842, the Hydrographic Office and Naval Observatory were put under the Bureau of Ordnance and Hydrography. This bureau handled the maintenance of magazines, the manufacture and issue of ordnance and ammunition, the issuing of naval

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[6]United States Navy Regulations, edition of 1920 (Washington, D. C.: Government Printing Office, 1941), Art. 393, p. 132.

[illegible] observers, and also the organization handling [illegible]
work is welcomed, encouraged, and remunerative.

[illegible] activities established.--In [illegible] the [illegible] of
[illegible] and local affairs were established, and the
"Bureau-Weekly" was [illegible] by the end of [illegible].
[illegible]. This was furnished for five [illegible]:

The Bureau of Trade and Immig
The Bureau of Organization, Employment, and Supply
The Bureau of Investigation and Statistics
The Bureau of Commerce and Industry
The Bureau of Publicity and Economy.

This act is still in effect and is working in [illegible]

The personnel of the Chamber[illegible] of the Bureau [illegible]
ability manifested by its staff in discharging [illegible]
men as the Secretary of the Navy shall [illegible] in [illegible]
position and [illegible] the Philippine Government. . . .[0]

At this time there was no provision made for the [illegible]
ation of immigrants. The Secretary's office maintained no [illegible]
but this function, a committee of the Bureau attended [illegible]
and reported [illegible] many times.

At the time the Chamber of Many Commissioners was [illegible]
lared, in 1912, the [illegible] depths and [illegible] Chamber
were [illegible] the Bureau of Commerce and Industry. This
Bureau handled the [illegible] of commerce, the [illegible]
and issue of patents and [illegible], the [illegible] of [illegible]

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[0] United States Bureau [illegible], Bulletin of 1912
(Washington, D. C.: [illegible] Office, 1912), p. 178.

charts, and the dissemination of hydrographic information.

Establishment of the Naval Academy.--In 1845 the Naval Academy was established, and placed under the supervision of the office of the Secretary of the Navy. Later the Bureau of Ordnance and Hydrography assumed the duties of directing the educational and scientific establishments of the Navy and the Naval Academy was placed under its supervision.

Act of 1842 modified.--On July 5, 1862, Congress modified the Act of 1842 and established eight bureaus instead of five. These were:

The Bureau of Yards and Docks
The Bureau of Equipment and Recruiting
The Bureau of Navigation
The Bureau of Ordnance
The Bureau of Construction and Repair
The Bureau of Steam Engineering
The Bureau of Provisions and Clothing
The Bureau of Medicine and Surgery.

At this time the Hydrographic Office, the Naval Observatory, and their related duties were transferred to the Bureau of Navigation. The original purpose of the Bureau of Navigation was conceived of as being purely scientific.

The Secretary's Office transferred to the Bureau of Equipment and Recruiting:

General oversight of the various rendezvous for the

[illegible] and [illegible].

Another [illegible] of the [illegible] was [illegible] Los [illegible]

[illegible] [illegible] [illegible] [

> enlistment of seamen, care and disposition of the men enlisted, maintaining the records of transfer and enlistment, directing the transfer of men to new ships, blanks and forms for discharge and recruiting, correspondence concerning enlisted personnel, granting of leave, discharges and the paying off of crews.[7]

Bureau of Navigation receives first personnel duties.--In 1864 the education and training of naval apprentices was transferred from the Office of the Secretary to the Bureau of Navigation. This was the first move toward assigning personnel duties to the Bureau of Navigation.

It is interesting to note that at this time the concept of a central agency handling personnel was not in existence, nor was there any clear idea regarding the field of personnel work. The various facets of personnel administration, as we know it today, were either non-existent or being handled by several different organizations.

The Office of Detail.--In 1861 Commodore Stringham, U. S. N., had been detailed to the Office of the Secretary to assist in detailing officers. Later in the Civil War these duties were taken over by a board of three officers known as the Office of Detail. In 1865 this office and its functions were transferred to the Bureau of Navigation, giving that bureau its second major personnel function. The Bureau of Navigation and its successor, the Bureau of Naval

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[7]Excerpt from the Bureau of Navigation Order and Instruction Book, 22 June, 1936, issued over /s/ C. W. Nimitz, Washington, D. C., pages not numbered.

Personnel, have had charge of officer detail since 1865 with the exception of a brief period in 1884, when it was returned to the Office of the Secretary.

All personnel matters under one bureau.--In 1889 all the enlisted personnel activities handled by the Bureau of Equipment and Recruiting were transferred to the Bureau of Navigation. For the first time, one bureau had authority over all matters relating to personnel, as the administration of the Naval Academy was also transferred to the Bureau of Navigation in 1889.

In order to strike a balance between bureaus, all the Bureau of Navigation's duties not relating to personnel were given to the Bureau of Equipment and Recruiting. These included the Hydrographic Office, the Naval Observatory, and other technical activities. These functions were returned to the Bureau of Navigation in 1909, when the Bureau of Equipment and Recruiting was virtually abolished.

Bureau of Navigation assumes strong political position.--Obviously, an office detailing personnel has a strong political position.

> From 1881 to 1911 the Bureau of Navigation became steadily more powerful. The Office of the Chief of Bureau adjoined that of the Secretary and as he detailed all junior officers and recommended the assignment of officers of command rank, he exerted a powerful influence.[8]

In 1882 the Office of Naval Intelligence was estab-

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[8] Ibid., pages not numbered.

[illegible]

[illegible]

[illegible]

lished, and placed in the Bureau of Navigation. The head of this office was also a member of the Board of Construction; this gave the Chief of the Bureau of Navigation an opportunity to extend his power over the design of new ships.

Duties of the Bureau of Navigation in 1909.--By 1909 the duties of the Bureau of Navigation included all matters relating to the administration of personnel (with the exception of medical personnel), and virtually all of the duties performed by the Chief of Naval Operations with the exception of those functions handled by the War Plans and Central divisions.

At this time Navy Regulations assigned the following duties to the Bureau of Navigation:

> The duties of the Bureau of Navigation shall comprise the promulgation, record, and enforcement of the orders of the Secretary to the Fleet and to the officers of the Navy, except such orders as pertain to the office of the Secretary; all that relates to the education of officers and men, including the Naval Academy, the War College, and technical schools for officers, the apprentice seamen establishment, schools for the technical education of enlisted men, and to the supervision and control of the Naval Home at Philadelphia, Pa., to the enlistment and discharge of enlisted personnel, and to the preparation of estimates for the pay of all officers and enlisted men.
>
> It shall have under its direction all rendezvous and receiving ships, and provide transportation for all enlisted persons under its cognizance.
>
> It shall establish the complement of all ships in commission.
>
> It shall keep the records of service of all fleets, squadrons, ships, officers, and men, and prepare an an-

nual navy register for publication.[9]

Other personnel functions taken over by the Bureau of Navigation at this time included handling officers' requests for change of duty, forwarding disciplinary problems to the Secretary of the Navy, and receiving reports of inspections and service of personnel. In addition to these duties involving personnel, the Bureau of Navigation received numerous miscellaneous military functions which had not been definitely assigned to any one bureau. This caused a certain amount of jealousy among other bureaus.

In order to overcome this jealousy the Secretary appointed four officers to assist and advise him without supervisory or executive power. They were to deal directly with the military use of the fleet and give expert military advice. Their titles were: Aide for Operations, Aide for Personnel, Aide for Material, and Aide for Inspections. These officers replaced the Chief of the Bureau of Navigation as advisers on the subjects for which they were responsible.

The Chief of Naval Operations.--A bill providing for a Chief of Naval Operations to be responsible for the operations of the Fleet, and with the preparation and readiness of plans for its use in war, became law on March 3, 1915. The office of Aide for Personnel was abolished; the offices of Aide for Material and Aide for Inspections have

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[9]Ibid., pages not numbered.

[illegible]

been included in the Office of the Chief of Naval Operations. The original law establishing the Chief of Naval Operations was modified in 1916 and again in 1924, extending the authority of that office and providing that all orders issued by the Chief of Naval Operations should be considered as emanating from the Secretary of the Navy.

Reorganization of the Bureau of Navigation

Need for reorganization.--As the Navy prepared for World War II, it became obvious to many observers that an organization which had grown so haphazardly as the Bureau of Navigation was not equipped to handle the greatly increased volume of work with the maximum efficiency. It was decided to call in technical assistance from business in order to probe the weaknesses of the bureau.

The Booz Report.--The firm of Booz, Fry, Allen and Hamilton had been engaged in 1940 to conduct studies on the Navy Department. This Chicago firm of management engineers commenced a study of the Bureau of Navigation on February 26, 1942. The recommendations of their report, prepared by Edwin G. Booz, were adopted as a basis for the reorganization of the bureau.

The Booz report divided the bureau into five primary elements: procurement, training, distribution, performance, and welfare. It recommended upgrading of officers in certain

divisions in order to maintain a balanced organization.

The report also showed the need for clear definition of responsibilities in the bureau, as there was much unnecessary duplication of work. There were thirteen division heads at this time, a number which is excessive when judged by the principles of sound business administration, and the divisions showed a great disparity in size.

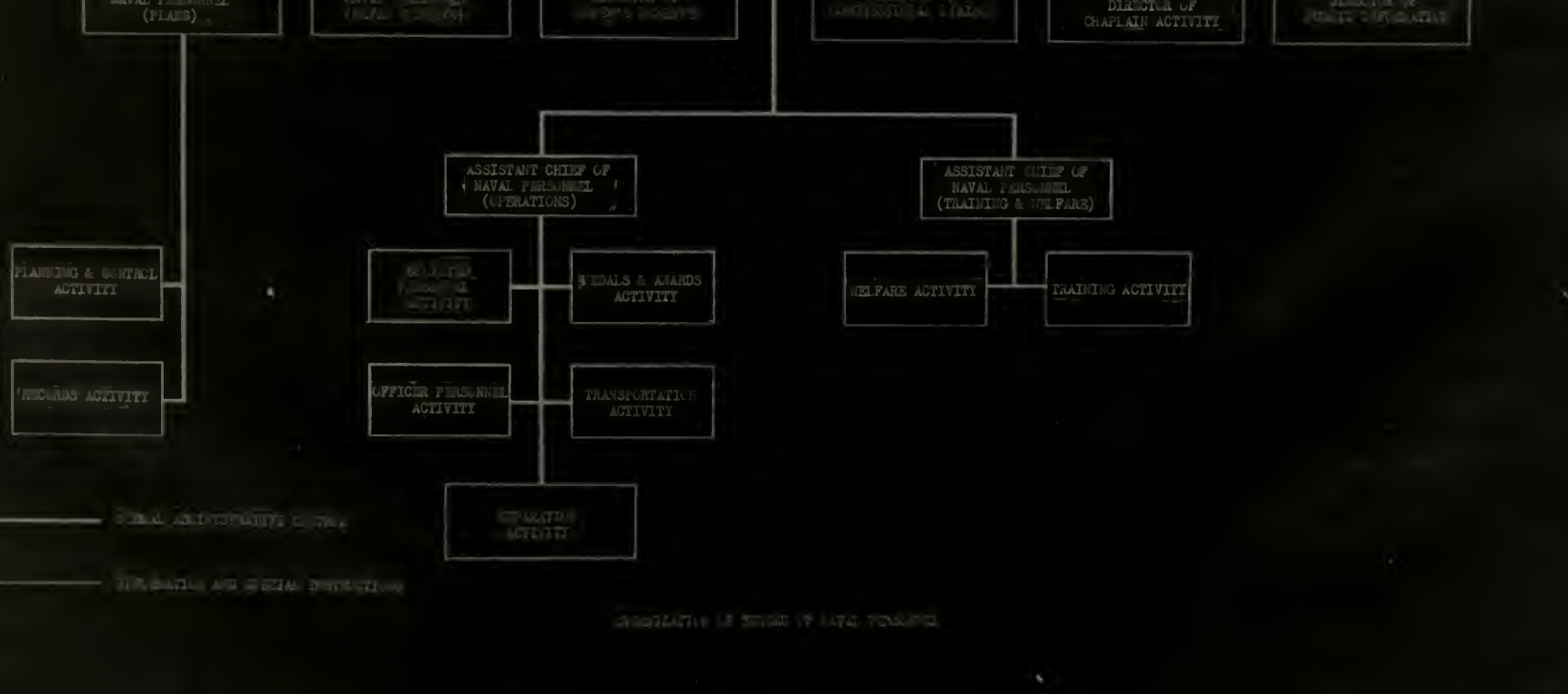
Reorganization effected.--Using the recommendations of the Booz Report and other studies, the Bureau of Navigation effected a thorough organizational revamping. In 1942 the name of the bureau was changed to "Bureau of Naval Personnel," a title which indicated more accurately its purposes.

Utilizing a firm of management engineers in order to point out their own weaknesses was indicative of the new Navy policy of calling in expert civilians to advise in technical fields. These civilian experts played a large part in the work of the Bureau of Naval Personnel in World War II, and continue to exert influence in the Bureau's personnel policies.

Present Organization of the Bureau of Naval Personnel

Duties of the Bureau of Naval Personnel.--At present the Bureau of Naval Personnel has as its duties the procurement, training, and distribution of all naval personnel.


BOARDS & COMMITTEES
BUREAU COUNSEL
MANAGEMENT ADVISOR & ADMINISTRATIVE OFFICER


ASSISTANT CHIEF OF NAVAL PERSONNEL (PLANS)
CHIEF OF CHAPLAINS & DIRECTOR OF CHAPLAIN ACTIVITY
ASSISTANT CHIEF OF NAVAL PERSONNEL (OPERATIONS)
ASSISTANT CHIEF OF NAVAL PERSONNEL (TRAINING & WELFARE)
PLANNING & CONTROL ACTIVITY
MEDALS & AWARDS ACTIVITY
WELFARE ACTIVITY
TRAINING ACTIVITY
RECORDS ACTIVITY
OFFICER PERSONNEL ACTIVITY
TRANSPORTATION ACTIVITY

The bureau maintains the personnel records of all naval officers and enlisted men; it administers passenger transportation of naval personnel and dependents; is responsible for the formulation of demobilization policy and supervision of separation of naval personnel; maintains records concerning medals and awards, as well as handling these awards in an administrative capacity; judges and attempts to improve performance of both enlisted men and officers; administers welfare funds for the benefit of naval personnel; and carries on many other activities in the field of personnel administration.

A successful personnel organization.--The bureau also engages in research, planning, and liaison work with other organizations. It is one of the world's largest organizations engaged in personnel administration, with an extensive program for the classification of recruits and elaborate machinery for the distribution of personnel. The techniques of this bureau have improved vastly during the past few years, and the Navy has built up a personnel program which bids to be the envy of civilian concerns of comparable size.

More information must be disseminated.--The weakest link in the Bureau of Naval Personnel's work has been the difficulty encountered in disseminating information to officers in the field. Many of these officers have not become aware of the information and facilities at their disposal, and manpower has not been utilized to the optimum due to a

lack of knowledge.

The Navy's personnel program is the basis for the successful and efficient employment of available personnel; the program collapses if available information is ignored through lack of knowledge or carelessness.

Summary and Conclusions

1. After a period of nearly three hundred years in which the techniques of seafaring were relatively static, the invention of the steam warship brought about tremendous changes in the middle 19th century.

2. As new skills were developed, the need for specialization became obvious. The designation of certain inlisted men as engineering specialists was the first step in this direction.

3. Other trends set in during the nineteenth century. Living conditions were improved aboard ships of the Navy, and discipline made less harsh. Sailors became better trained, better educated, and better mannered, but their social status has not improved correspondingly. Improving the social status of Navy personnel is a problem which we must continue to study.

4. In our present Navy, there are virtually countless specialties and rates. With equipment becoming continually more complicated we can look forward to even greater specialization.

[illegible]

[illegible] personnel [illegible] see [illegible] the [illegible] commercial and [illegible] [illegible] [illegible]; the [illegible] [illegible] [illegible]

5. The techniques for the handling of personnel have not kept pace with the technical changes in naval warfare for the larger part of the past one-hundred years, but are now beginning to catch up.

6. In order to utilize human talent to the utmost in an organization as diverse as the Navy, an intelligent program must be carried out in order to ascertain abilities, train personnel, and detail them efficiently. A corollary to these needs is the requirement that we must know of what duties a billet consists before testing and training personnel for it. Hency, the Navy has developed the "billet analysis."

7. The organization handling the administration of personnel in the Navy is the Bureau of Naval Personnel. Combining all the personnel functions into one bureau was a late development in the Navy's history, indicating the general lack of understanding of the nature of personnel problems until very recently.

8. The Bureau of Naval Personnel has developed an efficient organization for the classification and distribution of enlisted personnel. In the long run, however, this program will be only as effective as the officers in the field who administer it. For this reason, every officer and petty officer must consider himself a personnel manager and familiarize himself with the techniques of Navy personnel management.

CHAPTER III

THE NAVY PERSONNEL PROGRAM

Introduction

Chapter I discussed the scope of personnel administration in business and viewed the application of its principles to the Navy situation. Chapter II dealt with the historical background of Navy personnel trends and showed how the need for an integrated and comprehensive personnel program was brought home forcibly by the rapid expansion of World War II. This chapter will discuss the personnel program which has been developed by the United States Navy and discuss some of its implications.

Probably no two experts in Navy personnel work would agree on the headings used in a breakdown of this subject into a few major fields. There are so many sub-headings in each field which, when investigated, reveal an unsuspected importance, that each specialist considers his specific subject of major significance. For the purposes of an introductory discussion such as this, the subject will be divided into the following major fields:

1. Classification and distribution. This field includes the billet analysis, consideration of

CHAPTER III

THE NAVY PERSONNEL PROGRAM

Introduction

Chapter I discussed the basis of personnel mobilization in America and viewed the application of the principles to the Navy mission. Chapter II dealt with the historical background of Navy personnel trends and viewed the need for an integrated and comprehensive personnel program based on the total mobilization of the United States during World War II. This chapter will discuss the personnel problems which were encountered by the United States Navy and discuss some of its solutions.

Probably no one mistook the Navy personnel task would arise on the unending need to - Investigate at this critical time a new major crisis. There was no need rub-down'ing to meet their wishes, give inducements, harass or pressure, that were unwilling subjects the quality men- tary discussion need be made. The problem of an inadequate personnel program was the following major problems:

1. Organizations and training. This dis- cussion has dealt with the organization of

individual differences, aptitude and ability testing, and the distribution of personnel on the basis of these factors.

2. Training. Under this heading are grouped recruit training, Navy school training, and on-the-job training.
3. Motivation. Under this heading will be considered motivation with its related fields of discipline and performance.
4. Personnel welfare and morale. This heading includes welfare programs, morale of personnel, and mental hygiene.

The Classification and Distribution Program

Billet Analysis

The nature of Navy jobs.--In order for personnel to be classified with regard to their abilities in specific fields, or for specific jobs, it is necessary for the personnel administrator to know of what factors those fields and jobs consist. Similarly, training cannot be effective unless it is known for what the individual is being trained. Finally, a man's performance cannot be judged unless one is aware of the desired ends of the man's performance.

Billet analysis prior to World War II.--There was no coordinated program of billet analysis prior to World War II. Individual ships or stations occasionally under-

individual differences, relations and validity-
wise, and the distribution of responses on
the levels of these factors.

3. Revision. These data should be employed re-
garding revision, into several questions, and re-
commendations formulated.

3. Verification. These data should be verified
standard correlation with the related clinical ex-
aminations and observations.

4. Experimental analyses and control. This should
include analyses investigation, control of reactions,
and several studies.

The Diagnostician and Diagnostic Process

Action Analysis

The history of Henry Lobe.—In order for personnel to
be classified also should be ready available to counsel
clients, on the diagnostic level, it is necessary for con-
sultant specialists to locate of whom Dr. Henry Lobe
was just about. Initially, decision should be effective
before it is known for what type individuals to being involved.
Finally, a social worksheet should be judged before the
needs of the involved with at the most's particulars.

Action analysis values to begin one it.—There are
to accomplished accounts of action analysis by which
Dr. Individual edits on effective personality analy-

took to break down billets in order to solve their own problems, but such work was neither uniform nor scientific.

Billet analysis during World Warr II.--In the early part of World War II billet analysis continued to be carried out by individual ships and stations and also by research groups under contract to study specific problems. It was not until the fall of 1943 that a centralized program of work analysis was established in the Bureau of Naval Personnel.

Two staffs were organized, one for the purpose of studying officer and the other enlisted personnel. The work of the staff analyzing enlisted billets dealt with several types of studies, of which the most important were studies of naval ratings and studies of complement requirements by types of ships.

Studies of naval ratings undertook to analyze the work of each rating. This project had as its ultimate goal a description of each rating, such as storekeeper or quartermaster, with a breakdown into pay grades, such as storekeeper first class, storekeeper second class, etc. These descriptions attempted to outline the duties, responsibilities, knowledge, and physical skills required; personal characteristics, such as temperament, which were considered desirable; and the tools or equipment the man would be required to use. During the war, emphasis was placed on critical ratings; however, the project is a continuing one and is still in progress.

Whereas studies of ratings were to include billets on all types of ships and stations, other studies were undertaken to analyze all the billet requirements on one type of ship. Such studies were based on the complement for that type ship and upon typical organizations of duty assignments. Specifications for a given type of ship usually included descriptions of billets, together with statements of the usual rates assigned and the performance requirements of the ship's billets.

Studies of ship types were particularly valuable to commands putting into commission ships of a new type, such as the destroyer escort and the various amphibious craft. It is the ultimate aim of the Bureau of Naval Personnel to provide these studies for all types of naval vessels.

Billet analysis in the post-war Navy.--A research activity has been formed in the Bureau of Naval Personnel which has as its purpose carrying on the billet analysis work commenced during World War II. Inasmuch as this activity is likely to have a small staff, the success of its work will depend to a large extent upon cooperation from the officers in the field.

The need for peacetime study in this field should be obvious to the student of personnel administration, for there has been demonstrated the need for machinery designed to permit the speedy expansion of our Navy to a wartime basis. The billet analysis gives a starting point by showing what

rates are needed aboard each type ship and what the individuals in these rates are required to know and do.

Individual Differences

Individuals differ in all respects.--It is apparent to the casual observer that no two men are alike. Human beings are not equipped with a standard physique, personality, or intelligence. The physical characteristics of an individual are easily observed and described, but there are personality and intellectual differences which are far more subtle. In any case, the efficient use of manpower requires that we recognize these differences and place personnel accordingly.

Sociological and psychological studies make much of this subject of individual differences. Indeed, groups of erudite scientists belabor the point until one wonders if they might feel they were the first persons to notice that some persons are brighter than their fellows, others more nervous, and still others better equipped with what we like to call "common sense." However, a conception of these differences is of great value to the personnel administrator.

Recognizing physical differences.--The recognition of physical differences presents no serious problem to the capable officer. Obviously it would be folly to place a frail individual on a job requiring great physical strength and endurance, or to assign a large man to duties requiring his maneuvering in a constricted space. Similarly, a lookout must have keen eyesight, and it is desirable that a

tation can indeed obscure some duty and what the individual ought to think action ought required to take and it.

Individual Differences

Individuals differ in all manners.--It is obvious to the casual observer that no two men are alike. Common experience and psychological study and investigation, incontestably, do indicate. The psychological examination of an individual and the moral character and conduct, but there are numerous not individual differences which may and must exist. It may even, the existence and of conscience particularly that is accepted. Common differences and physical peculiarities. Individuals may [illegible] this existence of individual differences. Indeed, course of conduct [illegible] motives that lead men to [illegible] this point every one [illegible] [illegible] [illegible]

boatswain's mate be equipped with a clarion voice. These are considerations which the average Navy "personnel manager" has recognized without ever realizing that he was taking into account the doctrine of individual differences.

Recognizing temperamental differences.--Somewhat more difficult to recognize are the temperamental differences which are present in personnel. One tends to describe individuals as "calm," "excitable," "a good leader," "a follower," or in any one of a hundred different stereotyped manners. This merely indicates that there has been noticed, in a general way, the personality differences that exist. One is not always sure, however, how the facets of a certain personality will react to a specific type of job.

Upon giving a little thought to the problem, it is possible to recognize the error in placing men in jobs for which their temperaments obviously do not fit them. For instance, a nervous, high-strung individual is likely to be extremely unhappy if compelled to watch a radar screen over long periods of time, whereas a phlegmatic individual might be very happy to receive this opportunity to work sitting down. Much work remains to be done in this field, for there is really very little known about personality patterns; however, we can apply the available knowledge to the Navy personnel situation.

Recognizing differences in ability.--The enlisted men being drawn into the Navy as recruits differ in mental

ability from a low of dull-normal to a high of genius or near genius. At present, the average is at an intelligence quotient of about 90, which means that it is ten points below the average for the general population. The majority of individuals coming into the Navy at present fall between 80 and 100.

In an organization as large and diverse as the Navy, there is enough variety of work to absorb individuals at any point on this range of intelligence. The major consideration is to utilize the above average person in a job requiring his mental abilities, for this will serve to benefit the Navy as well as to improve the morale of the individual.

Besides differing in general mental ability, individuals differ in specific traits such as mechanical aptitude, clerical aptitude, and in any other specific ability which is needed in the Navy. Although there is a good correlation between general intelligence and aptitude in specific fields, the example of the dull boy who is "mechanically inclined" is too common to require amplification on this point. These specific traits must be taken into consideration in order to utilize manpower to the maximum.

Finally, there are many individuals who come into the Navy prepared to carry out more or less complex tasks by virtue of their previous training. Their level of performance must be determined, and their existing abilities utilized.

Aptitude Testing and Classification Procedures

Prior to World War II.--The United States Navy used psychological tests to determine recruits' mental abilities as early as 1912, but there was no organized testing program until 1923.[1] In 1924 the Training Division was established in the Bureau of Navigation, and a General Classification Test was instituted in training stations to select enlisted men for Navy Schools. Beginning in 1931 this test was given at recruiting stations and was used to eliminate unfit men at the recruiting level. Although psychological testing for the purpose of selecting and classifying personnel was not emphasized prior to 1939, beginning in 1931 recruits arriving at training stations were given the following examinations:

O'Rourke General Classification Test, Junior Grade, (U. S. Navy edition)

Mechanical Aptitude Test, Junior Grade, (U. S. Navy edition)

Standard Test in Arithmetic

Standard Test in English

Standard Test in Spelling

Radio Code Aptitude Test

The scores on these tests were entered in the individual's service record and could be taken into consideration on as-

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[1]Frederick B. Davis, Utilizing Human Talent (Washington, D. C.: American Council on Education, 1947), p. 14. The History of the Bureau of Naval Personnel (unpublished Navy Department report), Washington, D. C., 1945 (typed), p. 5-1, gives this date as "1924."

Prior to World War II.—The United States Navy made preparations looking to effective territory control similar to those in 1922, but there was no organized bombing program until 1939.[1] By 1934 the Training Division was established in the Bureau of Navigation, and a thorough classification test was inaugurated in training airmen to become militant and Lt. Navy Officers. Beginning in 1931 this test was given at recruiting stations and was used to eliminate marie men at the beginning years. Although improvement testing for the purpose of selecting and classifying personnel was not emphasized prior to 1939, beginning in 1931 various aptitude tests were given the following numbers:

("Bureau Manual Classification Test," Navy Train. 17, U. S. Navy Aviation)

Mechanical Aptitude Test, Instrument Check, (U. S. Navy Aviation)

Mechanical Test in Aptitude

Mechanical Test in English

Mechanical Test in Figuring

Radio Code Aptitude Test

The results of these tests were reported in the Instructor's Service Manual and could be found like mechanical or en-

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[1] Theodorick B. Davis, "Aviation Human Factors Program," p. 2-1, also his book on "Navy Aviation," p. 16.

signment. However, little use was made of them at this time. This battery of tests was in use in December, 1941.

The testing program during World War II.--Although the tests used in 1941 had been satisfactory for the peacetime Navy, they proved inadequate as the pressure became greater for filling quotas for training schools from the personnel available. Many men being sent from training stations to school courses were unable to complete the courses, and requests began to come into the Bureau of Naval Personnel for tests which would indicate more adequately the recruits' abilities for specific ratings.

Training personnel were also finding that the tests used in selecting school personnel did not differentiate, for example, between good candidates for radioman school and storekeeper school.

Many schools and stations were developing "home grown" tests to determine specific abilities. In order to meet the demand for these tests, the Bureau of Naval Personnel commissioned several psychologists to work in that bureau and enlisted the assistance of the Office of Scientific Research and Development. The first of several projects carried out under the auspices of this office was initiated immediately, and a Test and Research Section was organized in the Bureau of Naval Personnel.

After the assignment of men to the Navy by Selective Service began in 1943, the seventeen-year-olds who volunteered were tested at the recruiting stations for general

aptitude and for special programs as radio technicians, hospital corpsmen, combat aircrewmen, and other specific duty assignments.

Among the men assigned to the Navy by Selective Service were a few illiterates, who presented a new problem to the naval training program. Special tests and training programs were set up to prepare them for duty status.

Literate men accepted by the Navy were given a series of tests at training stations. This Basic Test Battery was used in order to determine to which training school the most promising should be sent, or which specialized technical-training test they should be given. The tests included in the Basic Test Battery at this time were:

General Classification Test

Reading Test

Arithmetical-Reasoning Test

Mechanical-Aptitude Test (Mechanical Score)

Mechanical-Knowledge Test (Electrical Score)

Clerical-Aptitude Test

Spelling Test

Radio Code Test--Speed of Response

Other tests, such as the Sonar Pitch Memory Test, were given to some men who had been found qualified for more specialized training by the Basic Test Battery.

The Scores of all tests were recorded on each man's Enlisted Personnel Qualifications Card along with pertinent

information concerning his civilian training and experience, his hobbies, and his interests. This material was available when the man was interviewed for the purpose of recommending a training or duty assignment. The Enlisted Personnel Qualifications Card was made a part of each man's service record and was available throughout his Navy career for the purpose of determining further assignment.

This information was invaluable in assignment of personnel to service schools and special duties. Approximately forty percent of all recruits were sent from training centers to elementary training schools at this time, and about ten percent were assigned to special duty. Many of the individuals sent to special duty were immediately given a rate or recommended for a commission. The remainder of the men were sent to general detail. Had this classification system been adopted earlier in the war, the percentage of men assigned to general detail could have been decreased and the individual's talents used more effectively.

The Navy Standard Score.--In order to indicate the individual's standing with relation to the abilities of the general population, the Navy has adopted a scoring scale known as the Navy Standard Score. The marks entered in the individual's Service Record, pages 4A-4B, cover a theoretical range of from 0 to 100. On this scale, 50 is the mean, or average, mark for the general population. A score of 30 indicates that the individual has bested only 2.28 percent of the

general population; a score of 40, he has exceeded 15.87 percent; 50, he has exceeded 50 percent; 60, he has bested 84.13 percent; and 70, he has exceeded 97.72 percent of the general population.

These scores give a quick and easily understandable indication of the individual's ability as measured by the aptitude and ability tests administered by the Navy.

Classification procedures in World War II.--By August, 1945, the Navy had over one thousand classification officers and enlisted interviewers. These individuals had been trained to make proper use of the test scores and other data entered on the Personnel Qualifications Card. They were placed in over one hundred different types of naval installations.

If a man had had civilian experience in a job which had a Navy counterpart, he was usually recommended for assignment to the Navy job for which his civilian training qualified him. In such cases, the aptitude scores were used merely as a general indication of the man's learning ability. For younger recruits, whose vocational experience was generally limited, the aptitude-test scores were of much greater value in making school or duty assignments.

Classification and reclassification of men accomplished many other purposes. At precommissioning centers, crews of ships under construction were balanced to insure a reasonable distribution of abilities aboard the new ship. Receiving stations used classification information to assign new re-

cruits going to sea for the first time, and to reassign experienced men coming from sea duty. Experienced men found capable of benefiting by advanced training courses were screened and assigned to training schools at receiving stations.

Each naval district maintained a personnel staff for the purpose of assigning men to duty in keeping with qualifications and experience. District personnel officers and their staffs interviewed individuals coming into their districts for reassignment in order to accomplish this purpose. District personnel-classification officers coordinated classification functions of all activities in their districts.

In service schools, classification work was carried on mainly at a counseling level. This served the purpose of maintaining interest and occasionally of effecting reclassification when the individual was obviously unfitted for the school assignment.

At sea, specially trained classification officers were found only on the largest units of the fleet, but classification service was provided to almost two thousand combat and auxiliary vessels by trained personnel teams from classification centers.

The peacetime classification program.--The wartime classification procedures have been adapted to the peacetime Navy and are being carried out in naval training centers and other personnel distribution units. Recruits are

given a Basic Test Battery consisting of:

General Classification Test

Mechanical Aptitude Test

Arithmetical Reasoning Test

Clerical Aptitude Test

Interviewing and reclassification are being carried on in the same manner and with the same purposes as in the wartime organization. Men in the fleet who have not previously been tested are being given the Basic Test Battery as they come ashore for training or new duty.

The need for efficient use of personnel can be seen clearly in the peacetime institution, for with the current type of recruit the Navy does not have a surplus of ability to waste. Recruits are youthful and inexperienced; combined with this, the average of ability among recruits is lower than that of the general population. The Navy's human resources must be husbanded carefully in order to build a firm foundation for wartime expansion.

Training

The Need for Training

Under the apprentice system of the old Navy, each new recruit was supervised by several experienced sailors who were familiar with all phases of the work in which the recruit was to be indoctrinated. This system worked very successfully as long as the size of the Navy remained stable

and the introduction of new techniques was gradual.

With the rapid wartime expansion of the naval establishment and the simultaneous introduction of many new technical advances in material, it became obvious that the apprentice system could not cope with the situation.

The Navy operated a training school system at the beginning of World War II, but this organization was inadequate to take care of the expansion of personnel. It was found necessary to expand the existing schools and to develop many new training schools to take care of training for new equipment. In addition, the Navy had to revise many of its traditional teaching methods and apply the principles of modern education.

Educational Basis of the Training Program

The Navy calls in civilian educators.--As the need for better educational methods became clear to the Navy, civilian educators were recruited from leading educational institutions and given the job of revamping the existing training philosophy. These men applied to Navy training the accumulated learnings of generations of educational research. Approaching the Navy situation in a scientific manner, they arrived at some basic considerations to be taken into account in the training of Navy personnel.

General objectives for Navy training.--There are

three major reasons for Navy Training:

1. The man must be indoctrinated into the Navy way of life.--New recruits must be made to feel at home in the Navy. The change from civilian life is so great that they must be indoctrinated into this new way of living. This indoctrination includes teaching recruits naval customs and courtesies. It also shows them the need for naval discipline, and teaches them to accept it as a part of their daily lives, and it points out to recruits their places in the Navy.
2. The man must be given vocational knowledge and skills.--Whether the recruit has followed a civilian profession or is a raw schoolboy, he must be taught the techniques of the Navy job which he will perform. This is accomplished by occupational training.
3. The man must learn to function as a member of a team.--The Navy fights as a team. The individual must learn to work with other members of his specific team and with the other teams that make up the naval organization.

The curriculum.--All of the learning activities of an organization combine to make up its curriculum. A school curriculum is a planned course designed to achieve certain educational objectives and presented in a prescribed number

of classroom sessions. In referring to the plan for the educational work of any activity, the plan is called a "curriculum outline." This curriculum outline usually includes a list of objectives, the attainment of which is the reason for the creation of the activity.

In the Navy, the recruit is surrounded by an entirely new life that becomes his curriculum, for he is continually learning from his life situation. In addition to this, a Navy training course has a planned curriculum which has been carefully outlined.

In building up the curriculum it is necessary first to understand what abilities are desired as a result of the course. The billet analysis is invaluable in this respect, as it gives us a basis for our objectives. Starting with this in mind, naval educators can decide what activities are to be emphasized in the learning situation.

The instructor.--Mere familiarity with a subject does not qualify a man to be a successful instructor. The instructor must have a background of knowledge concerning teaching techniques along with such characteristics as a good voice, pleasing personality, organizational ability, the desire to teach, and the ability to work with others.

In order to give instructors the knowledge of teaching techniques which they will find necessary in their work, the Navy has instituted an Instructor Training Program designed to acquaint instructors with lesson plans, methods of

delivery, the use of training aids, evaluation of pupil performance, and other information which they will find essential to good instruction.

Training Aids

Background of the training aids program.--The development of training aids was another outgrowth of the rapid expansion during World War II. The Navy had made sporadic attempts to use pictures in naval training as long ago as World War I, but not until August, 1941, was any serious, continuing effort made to use pictures throughout the Navy.[2] With the great demand for better training procedures brought about by the need for trained personnel, schools were forced to set up training programs, develop or procure instructional materials, establish instructor-training programs, and devise techniques for improving the competence of their graduates.

The armed services could and did throw into the breach the almost unlimited resources at their command. During the years of the war, the services developed the most comprehensive audio-visual aid program that had ever been conceived. In this field the Army and Navy set the pattern for civilian educational institutions, and leading universities are instituting such programs, some with former naval

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[2]Miles and Spain, op. cit., p. 2.

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[illegible] of [illegible] [illegible] [illegible].—The [illegible] of [illegible] [illegible] [illegible] [illegible] of the [illegible] [illegible] [illegible] [illegible]

personnel in charge.[3]

Nature of training aids.--The term "training aids" may include a variety of instructional materials. For the purposes of clarity, we can break them down into the following categories: graphic materials, demonstration and practice devices, projection materials and devices, and auditory devices.

Graphics.--Graphics include visual materials such as charts, graphs, maps, cartoons, and schematic drawings. Often several types of these aids are combined into graphic portfolios or "transvision" booklets which illustrate a series of steps or break down the construction of a piece of material. An example of the latter is the series on Diesel installations found on Navy ships, which show various aspects of the engine in cutaway as the pages are turned.

Posters.--Posters are differentiated from graphics in that they are designed to contain personal appeal, and often have an emotional basis. Thus posters are used to prevent accidents or to remind personnel that casual information may be of use to the enemy. They are also used in the learning situation as in the case of the Navy knot-tying posters.

Demonstrations and devices.--Various types of devices

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[3]Comdr. J. Sterling Livingston, SC, USNR, who produced training films for the Bureau of Supplies and Accounts, now is in charge of the Audio-Visual Aid program of the Harvard Graduate School of Business as an associate professor.

[illegible]

Engine or traction slip.--The term "traction slip" may indicate a variety of locomotive mechanism. For the purposes of clarity, we use it here when there is difficulty obtaining adequate material, deterioration was previous devices, [illegible] material and equipment devices.

Overlike.--Overlike locomotive wheel materials would be [illegible] counter, engine, material, and mechanical drivetrain. Often several types of these ride were combined into [illegible] evaluation of "traction" locomotive material utilization a series of steps to break down the construction of a [illegible] of material. An example of this latter is the service to diesel locomotives fixed to their ends, which show various of the machine is working as the pulse are burned.

Trains.--Locomotive are differentiated from [illegible] in that they are designed to provide powered speed, not other loads to material loads. They generally are used to railway [illegible] of in pulling passenger cars usual locomotive may be of use to the engine. They are also used in the [illegible] of the Locomotive elevation as in the case of the Short Line-Flying [illegible].

Demonstrations and devices.--Various types of devices

[illegible] I. Stanley Livingston, Ed., [illegible], vol. [illegible] Award training films for the Bantu-Tiral Air Services of the Rhodesia Central of Railways as an essential [illegible].

are used both in demonstrations and in simulating actual equipment in the practice situation. In many fields these synthetic trainers are given wide reliance by training officers.

Projection materials and devices.--This includes still-projecting devices, film strips, and motion pictures. The Catalog of Training Films for the Navy, Marine Corps, and Coast Guard listed approximately 9,000 films as available in 1945.[4] The Navy is continuing with the production of these films, and they can be obtained to cover virtually all phases of Navy training.

Auditory devices.--Auditory devices have been used extensively in many phases of training, but especially in aviation. They are particularly valuable in teaching communications. Disc recordings, magnetic-tape, and wire recorders are used in this field. Besides teaching such material as Morse Code, auditory devices are used to simulate actual battle noises, shipboard calls, commands, or marching music. Recorded lectures are also available for training purposes, and recorded material has been found extremely valuable in teaching foreign languages.

The use of training aids.--Training aids cannot be considered as an end in themselves. Unless the instructor is thoroughly familiar with the material to be presented and

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[4] Ibid., p. 28.

[illegible]

[illegible]

[illegible]

prepares the students for the training aid, the material is partially ineffective.

> The Military training Division of the ASF planned and effected an experiment to determine the value of a brief talk given prior to the showing of a one-hour training film dealing with methods of map reading. Three groups of trainees constituted the subjects of the experiment. Group A did not see the film and had no instruction; Group B saw the film but had no preliminary instruction; and Group C saw the film and had a brief introductory talk. A factual test was then administered to all three groups with the following average scores in each group: Group A, 20; Group B, 29; and Group C, 35.[5]

Further experiments showed that the increase in factual knowledge retained was greatest in difficult material, in groups with low motivation, and in groups of average and low intelligence.[6]

In an attempt to improve the effectiveness of training aids, special courses are given to instructors which outline the best methods of presenting such material. In the hands of a skilled instructor, audio-visual aids are a valuable supplementary means of presenting educational material.

The Educational Services Program

In order to educate naval personnel in non-occupational subjects, the Educational Services Program offers material in virtually any academic or vocational field. This program has as its purpose raising the general level of education in the Navy, and can supply printed material

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[5] Ibid., p. 66.

[6] Ibid., p. 75.

[illegible] the existing old, the material is partially ineffective.

[illegible] Division of the ADP planned and attended an exposition to determine the value of a solar film dealing in the showing of a non-glare training film dealing with medicine or any training. There [illegible] of training situations [illegible] of this experiment. Opaque & did not use film and has an interesting; Opaque & was use film but by verisimilarity instructive; and Opaque I use film and [illegible] brief interesting unit. I Control went use also administered to all three Opaque with the following example occurs it also occurs Group A, Sci Group B, 3?? and Group C, 39.[2]

Further experiments showed that the increase in material [illegible] was produced by additional material. In cases with the combination, and in groups of material and the latter.[3]

In an attempt to improve the effectiveness of training aids, special courses are given to instructors which use some methods of presenting such material. In the phase of a skilled instructor, audio-visual aids are a valuable supplementary means of presenting educational material.

The Educational Service Program

In order to educate local personnel in non-commercial matters, the Educational Service Program offers material in virtually any academic or vocational field. This service has as its primary value the general issue of education in the Army, and was directly related

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[2] Ibid., p. 44.

[3] Ibid., p. 73.

or audio-visual aids on a wide variety of subjects.

Implications of the Training Program

It was stated in the first chapter that personnel administration is largely a matter of training. In order for Navy personnel to cope with increasingly complex equipment it is necessary for the Navy to carry on a continuous training, both in official training institutions and on-the-job. It is also very desirable to raise the general level of education in the Navy, for this makes better citizens of naval personnel and increases their usefulness both in the Navy and the civilian world.

Motivation, Discipline, and Performance

Motivation

Definition.--Motivation may be defined as the existence of a will in the individual to carry on to the best of his ability. This will is influenced by the existence of certain psychological, physical, and social conditions. These conditions may be listed as appetites, such as hunger, thirst, need for sleep, the sex drive, and general physical well-being; the emotions, such as fear or anger; feelings and attitudes, which have been built up toward various situations; social influence, such as approval, recognition, and security; and other motives, such as habits or environment.

of instructional aids as a core activity of supervision.

Implications of the Existing Problem

It was stated in the first chapter that personnel administration is largely a matter of practice. In order for many educators to achieve optimum personality adjustment it is necessary for them to secure a satisfying, well integrated relationship between self-image and the ideal-self. It is also very desirable to relate the personal interests of the group, for this makes better utilization of personnel and increases their motivation both in the short and the distant sense.

Motivation, Direction, and Performance

Motivation

Definition.--Motivation may be defined as the willingness of a will in the individual to exert or to the best of his ability. This will is influenced by the existence of certain psychological, physical, and social conditions. These conditions may be listed as attitudes, aims or purposes, drives, need for sleep, the home drive, and general physical well-being; the conditions, such as fear or anger; feeling of satisfaction, which have been built up through previous situations; social influences, such as suggestion, imitation, and authority; and the habits of behavior.

Basic considerations in motivation.--In order for a man to be motivated toward carrying on the maximum possible amount and quality of work, he must be well-fed, healthy, rested, and in a general state of physical well-being. There are many examples of individuals who performed superhuman feats without the existence of these conditions, but in the long run a satisfactory physical state is necessary for good motivation. These conditions are such that officers can maintain them with proper supervision, and it is the responsibility of all officers to supervise commands in such a way that conditions conducive to good work are existent.

Emotions can often be utilized if directed properly. The individual who is angry can often be convinced that his anger should be directed against the enemy or against some intangible factor which he can defeat by good work.

In the field of feelings and attitudes, educational work must shape and direct opinions as much as possible in order to gain favorable esprit de corps among personnel. This is a big order, but one on which much work has been done by Navy psychologists. Various publications have been put out with the idea of gaining a favorable attitude on the part of personnel, and this work is continuing.

Probably the most important factors in gaining the desired morale among personnel are the establishment of a feeling of security in the individual, and building up the realization that the man has been recognized as an important

individual in the Navy organization. These two factors of security and recognition are stressed strongly in all business studies which attempt to analyze morale among workers.

Discipline

Positive discipline.--Men who are properly motivated in their work are seldom disciplinary problems. The existence of morale has already disciplined them with what is known as positive discipline. This consists of a will in the individual to do what is expected of him, and the pride in his work and self that prevents his getting into trouble.

In order for this condition of positive discipline to function effectively, the men must be well suited to their jobs, well trained, in a favorable environment, and motivated in their work. The leader who can achieve these conditions will have few disciplinary cases.

Negative discipline.--In the field of negative discipline, or discipline through fear of punishment, the greatest caution must be used. Men must never feel that punishment is personalized or vindictive. Sentences must be uniform for all offenders committing a like offense.

It must be remembered that in negative discipline it is the certainty of punishment and not the severity of punishment that is the important factor. Once punishment has been administered it should be forgotten, on the theory that the price has been paid. Only in the case of habitual

Dialogism

offenders should previous offenses be taken into consideration in the subsequent treatment of the individual. Anger should never enter into the administration of punishment. The penalty should give an incentive to remedy the error, rather than taking away the individual's self-confidence and embittering him.

Performance

The proper evaluation of performance on the part of personnel administrators handling enlisted men is an important part of a good personnel program. In order for the Navy to improve the individual's level of performance, it is necessary to establish a sound criterion for judging performance.

The Navy attempts to judge its personnel's work in the quarterly marks assigned enlisted men. However, too many times these marks are passed out on the basis of rating; that is, chief petty officers receive a mark of 4.0, first class petty officers a mark of 3.9, and so on down the scale. This type of marking must be changed if the evaluation is to be meaningful.

Furthermore, this marking basis gives very little information concerning the man's real performance. It would be valuable to have a more detailed account of specific abilities, particularly in the case of the higher rated men such as chief petty officers. A fitness report similar to the

self-confidence should increase in direct ratio accomplishment in the accomplishment of the individual. Having found reason enough for the existence of confidence, the individual's self-confidence and self-respect rise.

Punishment

The teacher sometimes is punishing an act that is an indication of a need for self-expression. It is necessary to distinguish the individual's need of punishment. It is necessary to maintain a sound relationship between individuals.

The most effective is light punishment used in the case of a small misdemeanor. Ridicule; the most effective means when used on the basis of reason; that is, appeal basic difficulty somewhere a case of right. Right action deserves a cause of [illegible] and no be done the basis. This kind of emotion must be removed if the emotion is to accomplish.

Punishment: Pain resulting immediately after undesirable behavior for one's real improvement. It should be followed by pain a more effective method of discipline; that, particularly in the case of the higher types and more [illegible] cases. A lighter method [illegible] the individual's self-confidence and self-respect rise.

ones prepared for officers might be utilized in this respect.

Various types of tests and measurements are available for judging the quality of an individual's work. In the Navy, the close personal contact of an officer with his men should enable him to make a good evaluation on the basis of experience. His judgment should be carried over into marking men objectively, and stimulating them to improve performance.

The improvement of performance can be brought about by the correct selection of men for jobs, scientific motivation, adequate training, and good morale. In all these fields the Navy is expanding its research program with the purpose of achieving the optimum utilization of its personnel.

Personnel Welfare and Morale

General Considerations

As has been pointed out earlier, good morale is essential to gaining the maximum output of work from personnel. Morale is built up by a number of intangibles, such as the influence of individual personalities and the esprit de corps of an organization which influences newcomers. Along with these factors are the more easily recognized environmental influences described under motivations.

Combined with the more general considerations con-

cerning morale, the Navy utilizes a personnel program designated as the welfare and recreation program. This involves a conscious effort to supply to Navy personnel the types of entertainment and recreation that is desired, so far as is possible in the naval organization, and to offer a certain amount of mental hygiene through counseling and religion, as exemplified by the duties of the Chaplain Corps.

Welfare and Recreation Programs

Providing funds.--Funds are provided for Navy recreational programs through money appropriated by Congress and profits made by ships' stores or ships' service stores.

Administration of funds.--Funds are administered by welfare officers in the individual commands, with the approval of the commanding officer. Many commands have found it desirable to establish a council of enlisted men from the various divisions to represent the majority in deciding how the money is to be spent.

Types of welfare activities.--Entertainment, both professional and from the individual command, is supplied personnel. Group participation is encouraged wherever possible. Sporting events, ship's dances, encouragement and financing of hobbies, motion pictures, maintenance of enlisted men's clubs, and any other type of recreation appropriate to the area is provided under this program.

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Mental Hygiene

A vital part of the Navy's personnel program is concerned with keeping personnel in a sound frame of mind. This is called mental hygiene. It consists of maintaining a healthy outlook on life for those with no mental problems and redirecting individuals who have developed personality conflicts.

In this field of mental hygiene the individual is often benefited by merely being able to express himself to a sympathetic listener. The chaplain can be of great importance in this respect. One authority, speaking of the Army, gives his values to the service as follows:

1. He represents another authority than the military and will be sought out for the very reason that his primary concern is with "souls."

2. If he is worthy of his calling, he will be sympathetic and understanding. The individual coming to him will not feel himself a "mere number" as is often the case in his contact with the rest of the military. The chaplain treats him as a human being, an individual, a friend. This alone may be decisive in a potential neurosis.

3. The chaplain who is capable of listening can furnish a counterfoil against which the soldier can think out his troubles. Sometimes the man can solve his problem in the course of talking, without a word of specific advice.

4. Even the untrained chaplain is more objective than the man caught up in the turmoil of his own problem. He may be able on a purely commonsense basis to point out factors which the soldier has been ignoring or overlooking.[7]

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[7]W. Edgar Gregory, "The Chaplain and Mental Hygiene," American Journal of Sociology, March, 1947, p. 423.

Mental Hygiene

A vital part of the Navy's personnel program is concerned with treating personnel in a normal frame of mind. This is called mental hygiene. It consists of maintaining a healthy attitude on life for those with no mental problems and rehabilitating individuals who have developed personality disorders.

In this field of mental hygiene the initiative is often handicapped by merely being able to express himself to a psychiatric interior. The objective was to prevent interference in this respect. Due authority, speaking of the navy, gives his opinion to the service as follows:

1. He [illegible] accurate authority does the military man will be brought out for the very top- not that his primary concern is with "socio,"

2. If he is worthy of his calling, he will be sympathetic and understanding. The individual counsel is his will and feel himself a "part member" as it often the case in the chemical who is part of the military. The individual treats him as a human being, an individual, a friend. This alone may be decisive in a potential casualty.

3. The medical man is capable of listening and friendly, a substantial opinion when the military the time and his problem. Sometimes his own many his problem in the absence of initial, without a need of specific action.

4. When the individual decides to make adjustments that are caused by the Navy himself as his own problem. He may be able to [illegible] [illegible] [illegible]

This authority goes on to state that the most common needs among chaplains are (1) a broad religious background covering all groups, and (2) training in counseling and psychiatry. Equipped with these two essentials, the chaplain can be of great help in the Navy.

Some work has been done to provide Navy personnel with trained counselors who can listen to the individual's problems and aid him in rearranging his mental processes. The majority of the work in this field, however, must be carried out by officers in the general service who have a degree of insight into the principles involved. There is undoubtedly a broad field of work to be done, and further attempts in mental hygiene can be expected in the naval organization with a resultant benefit in morale.

Summary and Conclusions

1. Navy personnel administration can be broken down into four major fields. These are: Classification and distribution, training, motivation, and personnel welfare.

2. The first step in classification is to analyze the jobs for which the Navy is classifying the individual. This is accomplished by means of a billet analysis.

3. In classifying men it is essential to recognize the fact that men differ in all respects and to take these differences into consideration.

4. Aptitude tests give a reliable and valid indication

This statement alone is enough that the most ener-
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with [illegible] [illegible] [illegible] [illegible] [illegible] [illegible]
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[illegible] [illegible] [illegible] [illegible] [illegible] [illegible]

of the individual's standing with regard to the general population. Tests may be given to test personnel for a variety of specific traits as well as general intelligence.

5. Information gained by aptitude and ability testing is available on the individual's service record, pages 4A-4B, and is indicated by a mark based on the Navy Standard Score.

6. The Navy utilizes trained personnel to classify and reclassify enlisted personnel on the basis of their test scores and personal interviews.

7. Distribution centers accomplish the assigning of personnel on the basis of individual qualifications and service needs.

8. World War II brought about the expansion of the Navy's training program as existing facilities were found inadequate. Trained educators were called in to bring their professional skills to bear upon the Navy situation.

9. An important development of service training during World War II was the audio-visual aid program. These training aids can be of great assistance to instructors when used properly and with adequate preparation of students.

10. Once personnel have been properly classified, trained, and assigned, another condition remains necessary in order for them to produce their best efforts; they must have the will to carry on to the best of their ability. This condition is called motivation.

11. Motivation depends on the existence of proper physical, psychological, and social conditions. Leadership techniques which take these factors into account will be more effective in the long run than those based on a purely personal or emotional appeal.

12. Discipline can be broken down into two broad fields, positive and negative discipline. Of these two, positive discipline is the more valuable, for its existence prevents disciplinary problems from arising.

13. Negative discipline has its place in the Navy, but it must be carefully conceived and carried out.

14. The proper evaluation of performance is necessary in order to improve the level of performance.

15. Good morale is built up by a number of factors, among which is the planned welfare and recreation program of the Navy.

16. The Navy is concerned with the mental health of its personnel, for this is a prerequisite to good performance. The work of mental hygiene can be carried out by chaplains, by trained counselors, or by other naval personnel with insight into the principles of mental health.

CHAPTER IV

SOME PROBLEMS OF NAVY PERSONNEL ADMINISTRATION

Introduction

Every organization has specific problems peculiar to its personnel situation, some of which are inherent in the type of organization and others of which are constantly shifting as the needs and conditions change.

Many of the Navy's problems have already been discussed in the preceding chapters. There are other problems, mostly of a short run nature, which currently beset the naval personnel administrator. In some cases, there seem to be no immediate solutions available; in others, the solutions suggested by various authorities are so controversial as to warn naval administrators that a partially satisfactory status quo is often better than untried change.

With this in mind, the discussion presented in this final chapter will be as objective as possible, with tentative recommendations offered only when the fundamental tenets of sound personnel administration can be applied.

CHAPTER IV

SOME PROBLEMS OF PART PERFORMERS (CONTINUED)

Introduction

Lack of Motivation for Advancement In Rate

The Condition

It has been observed by many experienced officers that there currently exists in the Navy a low motivation toward striving for advancement in rate among enlisted men, particularly men of the lower rates or non-rated men. This is a cause for major concern, for this lack of interest in advancement decreases learning and lowers the general morale of the service.

The Causes

Lack of opportunity for advancement.--At the end of World War II the United States Navy found itself over-supplied with higher rated petty officers in certain ratings. Reserves who were in the lower pay grades did not choose to make the Navy a career as frequently as did those in the higher rates. The Navy had not made rates temporary until late in the war, with the result that it was burdened with a disproportionate gradation of enlisted men. This situation blocks the opportunity for recruits to advance to the higher ratings in certain fields.

Improbability of "getting to the top."--The Navy places a large block in the way of capable enlisted men who feel that they are potentially able to handle top executive

Lack of Opportunity for Development in Jobs

The Condition

It has been observed by many experienced writers that there certainly exists in the Navy a low motivation toward attaining the advancement in rate among enlisted men, particularly men of the lower rates in non-rated men. This is a cause for much concern, for this lack of interest is adversely decreasing learning and lowering the overall morale of the command.

The Causes

Lack of Opportunity for Advancement.—At the end of World War II the United States Navy found itself over-staffed with highly skilled petty officers in certain ratings. Personnel was cared in as fast as they became available to make the Navy a career as possible to all those in the Armed Forces. The Navy had made rapid technological strides in the war, also its combat unit was increased with a disproportionate correlation of enlisted men. This situation gives the opportunity for everyone to advance in the highest ratings in shortest time.

Inadequate of Training in the Job.—The Navy places a large stress in the way of manning emphasis that they are responsible able to handle the responsible

jobs. The same block is present in civilian concerns, but is not so obvious as there is not such a clearly defined line as between officers and enlisted men. While recent legislation makes promotion into the officer group more probable, there still exists a greater gap than would be found in most civilian promotion plans.

In order for an enlisted man to become a successful officer he must be possessed of unusual ability. His formal training has been inferior to that of the graduates of the Naval Academy or other colleges, and this places him at a disadvantage. It is questionable whether or not the Navy should wish the change the status quo in this respect. However, the small opportunity for advancement into the officer brackets tends to kill initiative, particularly in the case of chief petty officers who feel that the step up to warrant or commissioned grade is so difficult that they may as well rest on their laurels.

The "short-timer attitude."--A large number of individuals currently serving out enlistments in the Navy have as their major objective getting out of the service and taking advantage of the provisions of the G. I. Bill of Rights. Many wish to go on to college at the government's expense. However desirable this desire for self-improvement may be, it creates an attitude toward the Navy which does not permit maximum motivation.

This is essentially a short-run problem. Future

personnel will not be eligible for these benefits, and all Navy men will be volunteers who wish to make the service a career or at least are desirous of getting the most out of their tour of duty. In the meantime, efforts must be made to utilize the "short-timers" as well as possible.

The Negro Problem

Background of Negroes in the Navy

Early history.--Negro personnel were quite common in Continental and State navies during the Revolutionary War and the War of 1812. In this period they composed from ten to twenty percent of the Navy's crews, and there was little segregation. White and colored sailors messed together with no apparent friction.[1]

During the Civil War colored troops were not allowed in the Union Army until late 1862, but they were shipped in the Union Navy throughout the war. In the early years their number was restricted to five percent of the total strength, but later the rules were relaxed as many slaves escaped and found refuge in the Navy. At first they were shipped as "boys," a rate which paid $10. a month and keep. The Army paid them only $8. and took back $6. for keep, which made the Negroes prefer the naval service.

In 1863-64 an estimated twenty-six percent of the

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[1]Herbert Aptheker, "The Negro in the Union Navy," The Journal of Negro History, April, 1947, p. 171.

document will not be published for fifty years, and all
study that will be published for fifty years, and all
material of an indecent and obscene or exciting nature
be written the "minute-element" be omit as possible.

The Young Irelanders

Sentiments of Sympathy in the Army

Daily Mirror.—Owing partially, many quite accuse the Government and State cruelty during the Revolutionary War and the 48th. In this period they endeavored their own to be mostly partners of the Army's cause, and there was little enthusiasm. Quite and strange military manual translated with no different principle.[1]

During the first few pictorial Irishmen were not allowed in the Union army until 1862, but that when allowed it the Union Army significantly the war. In the early years many Irishmen to Ulster of the Irish extremely, but later the Union were induced to vast mixed Irishmen in the Army. At first they were allowed "home," a term which did, a month and two. The army pay rose only $13. and rose once $16. For some, which were the Federal greater the second enlistment.

In 1861-62 an estimated twenty-six thousand of the

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[1]Harper's Magazine. "The Irishman in the Union Army,"
The Journal of Modern History, March, 1947, p. 144.

Navy's crews were Negroes, according to the Superintendent of Naval War Records Office figure. This made a total of about 29,511 individuals.[2]

During the latter part of the war they were allowed to ship as "landsmen," a rate just above "boy." At this time they could be promoted to all rates short of petty officer.

World War I.--From the time of the Civil War to World War I there was considerable change in the policy of allowing Negroes in the Navy. In World War I they constituted only 5,328 out of a total strength of 495,938. Virtually all of this personnel was in the mess branch.

Between World Wars.--In 1920 the Navy stopped, officially, mixing crews. In 1922 they stopped recruiting Negroes and filled the need for mess attendants from Filipino personnel. As the Filipinos became more difficult to recruit, in 1932 Negroes were recruited again for mess duties. In July, 1939, Negroes constituted 2,807 out of 116,000 Navy personnel. At this time there were no Negro commissioned or warrant officers and practically all of the Negroes in the Navy were in the mess branch. In June, 1940, their number was 4,007; June, 1941, 5,026.

Negroes in the Navy During World War II

Three stages of policy.--During World War II the Navy

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[2]Ibid., p. 179.

[illegible] [illegible] [illegible] [

passed through three stages of policy toward Negro personnel:

1. Negroes were not wanted except as messmen.
2. Negroes were accepted for general service, but a segregated system in training and assignment was maintained as far as possible.
3. Segregation was abolished. This policy was on paper and approved at the end of the war, and it stands as postwar policy.

Early Policy.--On May 2, 1941, the policy of the Navy as stated by Secretary of the Navy Frank Knox was as follows:

> To change the policy of the Navy and introduce Negroes into categories other than the messmen's branch would provoke discord and demoralization and would lower the efficiency of the service.[3]

At this time Secretary Knox went on to say that the problem was insoluble as the Navy couldn't have Northern and Southern ships, the implication being that Southern sailors would not tolerate Negro personnel aboard ship in other than messmen ratings.

Also in 1941, Admiral Chester Nimitz stated:

> After many years of experience, the policy of not enlisting men of the Colored race for any branch of the naval service except the Messmen's branch was adopted to meet the best interests of general ship efficiency.[4]

Policy in 1942.--On April 7, 1942, Secretary of the

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[3]Lawrence D. Reddick, "The Negro in the United States Navy During World War II," The Journal of Negro History, April, 1947, p. 202.

[4]Ibid., pp. 202-203.

Navy Frank Knox announced that the Navy was abandoning its policy of enlisting Negro personnel only for mess duty. A limited number of Negroes were to be enlisted for general service.

This action, Knox said, was to be considered only of an experimental nature. Negroes would be trained in segregated areas at Great Lakes, Ill., Hampton Institute, Va., and Memphis, Tenn.

Class A service schools were established at Great Lakes for the following rates: aviation metalsmith, gunner's mate, signalman, radioman, cooks and bakers, and aviation ordnanceman. Yeoman, storekeeper, and quartermaster schools were established at Great Lakes also, but later moved to Hampton Institute. In addition, Hampton had schools for motor machinist's mate, machinist's mate, electrician's mate, shipfitter, and carpenter's mate. Memphis had a school for aviation machinist's mate; Cape May, N. J., soundman; and Bainbridge, Md., athletic specialist.

Many educated Negroes felt that they were being discriminated against in these schools and that they were not being given the breaks that the white sailors got. They believed that the whites liked the subservient type of Negro better than the educated and ambitious. In order to improve the standards of their race, members of the educated group established literacy schools at Great Lakes and elsewhere which they ran themselves.

In October, 1942, the Seabees opened their ranks to Negroes. After December, 1942, there were virtually no more volunteers coming into the Navy due to Selective Service. In February, 1943, the Navy commenced to take Selective Service Negroes on the basis of ten percent of the total strength, as the Army was doing. In the fall of 1943 the transition from the first stage of policy to the second was complete. In August of 1943 there were 64,964 Negroes in the Navy.

The first Negro ensign had been commissioned in June, 1942. In April, 1944, there were 22 Negro officers in the Navy. The Navy V-12 program enrolled Negroes at Princeton for the first time in that school's history.

In 1944 the Navy commenced to accept Negro Waves, and by the end of the war there were 2 officers and 57 enlisted Waves. There were never more than 4 Negro nurses out of a total of 10,914.

The third stage.--In July, 1944, the Secretary of the Navy's Office announced that separate facilities and quotas were impractical. In August of that year an indoctrination program was instituted and by June, 1945, there were no separate camps.

The Navy published a pamphlet entitled Guide to Command of Negro Naval Personnel in February, 1944. This publication met with the approval of both Negro and white personnel. A film entitled The Negro Sailor was also produced and shown a large percentage of Navy personnel. This

type of education was designed to smooth over interracial differences.

It was felt that an expert on racial relations should be procured to make a report on conditions in the Navy, so Lester B. Granger, of the National Urban League, was sent on three tours for the purposes of observation and reporting. He submitted a report on November 1, 1945, stating in part:

> . . . . morale and the performance of Negro servicemen compared favorably with that of whites except in conditions where rank discrimination existed or was believed to exist.[5]

At the close of the war the official policy as stated by Secretary of the Navy Forrestal was as follows:

> In the administration of naval personnel, no differences shall be made because of race or color. . . . . In their attitude, and day to day conduct of affairs, naval officers and enlisted men shall adhere rigidly and impartially to naval regulations in which no distinction is made between individuals wearing naval uniform, or the uniform of any of the armed services of the United States, because of race or color.[6]

It can be seen that the official policy of the United States Navy at the end of World War II was as unprejudiced as possible with regard to Negro personnel.

Negroes had composed a total of 165,574 in the Navy at their greatest strength. Of these 2,676 were casualties. Two vessels, the DE MASON and the PC 1264, were manned predominantly by Negro crews. The Navy's enlightened policy has worked out far better than most of its critics had

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[5] Ibid., p. 215.

[6] Ibid., p. 217. The Navy Department Bulletin of 28 February, 1946, carries the full policy.

thought possible.

The Problem for the Future

There has been established a Civilian Advisory Committee to the Secretary of the Navy which advises on matters affecting Negro personnel. There are several prominent Negroes on this committee, and complaints concerning discrimination are handled through it.

Despite the official policy concerning Negro personnel, there is much difference of opinion as to the part Negroes should play in the Navy. The messmen's branch is still predominantly Negro. Prejudice is bound to exist in the service just as it does in civilian life; a statement of policy cannot change this. However, it is the duty of those officers handling personnel to carry out Navy policies with the spirit and the letter of the policy in mind, with the hope that this problem can be minimized as time passes. At the same time, Negro personnel should be educated as much as possible in order for them to become capable of assuming responsibility.

The Problem of Leadership

In the transition from manual labor to technical work aboard ship, there has also been a subtle change in the type of leadership required. In the sailing days battles were won by the shout of such phrases as "I have

The Problem and the Theory

Under the most favorable of circumstances, the
transition to the Secondary is difficult for many
students and frequently traumatic. In the majority
of cases, this is the first point of long separation
from close family ties. It is the point where the
child is first expected to assume responsibility
for himself. It is the point where he is confronted
with the most complex and the largest of the school's
buildings, with the most numerous and the greatest
number of teachers, with the most departmentalized
curriculum, with the greatest number of rules and
regulations, with the greatest number of choices
and decisions to be made, and with the greatest
amount of homework. It is the point where the
student is first confronted with the possibility
of failure and the probability of being labeled.
It is the point where the student is first
confronted with the probability of being dropped
from school.

not yet begun to fight," or "Don't give up the ship." This spirit can still be passed on to a certain percentage of the crew in moments of action, but there is much preparation before a crew is ready for combat. It is in this time that men learn to operate highly complicated machinery, and it is in this period that battles are won or lost. The individual must be led on to put forth his maximum efforts in the training period if he is to function effectively in combat.

This transition from the emotional type of leadership to a scientific, psychological approach has been ignored by many naval officers. The individual attempting to lead a man to greater efforts in the day to day operation of an electronic device, in figuring pay for the crew, or in repairing a piece of complex machinery, must avail himself of a sound psychological background in order to be successful.

This does not necessarily imply a college degree in psychology; many naval officers who have had no courses in this subject have demonstrated their knowledge of the basic needs in such leadership. These individuals will be able to clarify their thinking with some judicious reading, and increase their effectiveness even more. For those who are not possessed of a natural ability in leadership, some research on the subject is a necessity if they are to get the desired efforts from their personnel.

The Social Status of Enlisted Men

The Sailor Stereotype

There is a tendency to stereotype various types of individuals as falling into certain set patterns. Thus the average person has a preconceived notion as to what a doctor should look like; a judge probably calls to mind a mental picture of a well-known moving picture character who plays the role of a judge; to most civilians, the sailor carries a stereotyped image also. The sailor's stereotype is not flattering.

The picture which a sailor brings to mind is a hangover from the old days when seagoing men were very near the lowest type of humanity. The men going to sea have improved considerably but their reputation has not gone up accordingly. What can be stated as reasons for this?

Reasons for the Stereotype

Actions of the sailors.--Public opinion is partially justified in judging the sailor a free and easy character. After a long period at sea even the most mild-mannered individual is liable to let his hair down in the first bar. The release of pent-up tension gained in long months at sea makes him more inclined toward boisterous celebration than would normally be the case. The resulting picture is completely in accord with society's preconceived ideas; a drunken sailor, a

The Moral Theory of Socialism

The Ethics Introduction

There is a tendency to stereotype writers of imaginative or fiction into categories. When the category chosen for a pronouncement results in the writer being labeled a "propagandist" rather than a "true artist," a distinction is made between "pure" and "impure" literature. The resulting division is misleading in many ways. One important is the implication that there are two kinds of writers, those who are concerned with ideas and those who are not. Actually a good writer is always both self-conscious artist and moralist in that he must pay attention to the form of his work and to its content. The writer's responsibility is not fulfilled.

The writer using a fiction medium to write in a manner that his ~~his~~ duty when creating one work may be the lowest type of humanity. The one point to see that ~~is~~ responsibility but their relationship and not just to maintain

Emphasis for the Individual

Emphasis on the writing--public opinion is particularly important in judging the writer's true and good motives. Often a book failed at one time that self-censored artist is liable to the air pair down in the first day. The ruthless of keep-on position united in some degree or one point the more important writing that would normally be the same. The resulting division is misleading in many ways, a

sailor fighting, a sailor pursuing a Scollay Square debutante with reckless abandon.

A factor which is not obvious to the casual observer is the probable model behavior of this same sailor aboard ship. There his conduct might well serve as an example for his civilian critics, but inasmuch as the civil population cannot observe this phase of his life his virtues go unnoticed. Public relations programs may publicize the sailor's desirable features, but the individual's actions serve to belie those words.

The uniform.--Another factor which tends to lower the status of the sailor is his uniform. Varying so little from apprentice seaman to first class petty officer, it affords small prestige to the petty officers. It carries out the stereotype by being virtually the same uniform worn by sailors a hundred years ago. The civilian observer cannot, in most cases, read naval ratings and thinks that only the chief petty officers are petty officers; the rest are "gobs" in his eyes.

The Navy is doing research on the subject of a new uniform, and it is hoped that there will be some progress made in this field if only to distinguish petty officers from non-rated men.

The sailors' associates.--A third reason for the low status of sailors is the company they keep ashore. Navy personnel are forced to associate, for the most part, with other

Navy personnel or with civilians met in casual association. The latter are usually acquaintances from a not-too-acceptable bar. This condition is due to the lack of contacts in a strange town. The result is a quality of acquaintances which is undesirable, and the man is judged partially by the character of his associates who are known to the town's people.

Pressure to conform.--By the very fact that the sailor is judged in this manner he feels the pressure to conform to his prescribed role. The individual may rebel against the situation at first, but he finds it so difficult to break out of the stereotype and so easy to conform that his solution is usually to become a "good sailor" as society likes to think of a sailor.

The Problem for the Navy

This lack of sailor status has the effect of keeping out of the Navy the type of civilian necessary for the efficient operation of today's complicated machinery. The Navy is attempting to raise the status of its personnel, but this is a long range problem and one which must be faced honestly in order for any solution to be reached.

Public relations counselors point out that the most effective instrument for building up public opinion is the behavior and attitude of the members of an organization. With this in mind, it is the responsibility of all naval

every movement or self activities may be viewed symbolically. The letter are usually associated first a sub-conscious- sole her. This condition is due to the lack of confidence in a stranger town. The result is a reality of sensations which is undesirable, and this may be issued particularly by the absorber of the responsible who are issued to the lowly people.

Impossible to evaluate.--If the very first step the motive is judged is this choice is their life investor or control to its investment role. The indirect and other opinion the situation is just, but in fact it is difficult to think out of the strategic and of most to evolve they the solution is usually to become a "good soldier" as society like to think it a solve.

The Problem for the Body

This fact of motive shows the the action of inside the body its type of activity necessary for the efficient execution of tedious monotony. The body is always in a long sense (value and the solving) just this is a long sense (value and the solving) necessity is under for any solution to be tackled.

Public relations assumptions (what are they and most relevant inadequate the solution of public opinion is the behavior and attitude of the members of an organization. This is the responsibility of all moral

officers to take whatever steps are possible in order to improve the level of personnel's behavior. This is an "all hands" job which will take years to accomplish the desired purpose, and should go along with constant efforts to improve the intellectual and moral character of Navy enlisted men.

Democracy in the Navy

Definition of Democracy

The government of the United States has its fundamental basis in the principle of democracy; that is, "government in which the supreme power is retained by the people." Similarly, our social concepts have their basis in the broader democratic principle of "belief in or practice of social equality; absence of snobbery."[7] As these precepts are basic in the American way of life, it is a valid criticism of any phase of our system to prove it is "undemocratic." However, one must qualify this criticism by noting that the definitions given for democracy are the ideal; the ultimate which, while perhaps not impossible of achievement, are not practiced in their pure form by large organizations of any kind in the United States.

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[7] Webster's Collegiate Dictionary (fifth edition; Springfield, Mass.: G. & C. Merriam Co., 1946), p. 267.

Democracy in the State

Definition of Democracy

The government of the United States was [illegible] political basis in the principle of democracy; that is, [illegible] made it rather its business rather to maintain by the majority's similarity, the social sovereignty rests chiefly in the American principle of "United it be possible of equal equality; whether of society." [7] We cannot [illegible] the [illegible] of life, it is a well implication of our [illegible] of the equation by which it the "consciousness." However, the many realize this relation by saying that the majority [illegible] given life democracy are the ideal; the objective point, while [illegible] of government, are not considered to [illegible] some time of minor consideration of not vital in the United States.

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[7] Democracy [illegible] Principles [illegible] equality; [illegible] [illegible] [illegible], 1901, p. 229.

Criticisms Made of the Navy

In recent years there has been much criticism made of the services, and the statement most commonly made is that they are undemocratic. Considering the word in its governmental sense, it is patently ridiculous that the actions of any military organization should be governed by a majority vote of its members. In a broader sense, the government of the military is actually a function of the larger group of citizens, for it is they who elect the legislators controlling the destinies of the services. In this sense, then, the military is more democratic than most large corporations, for it is under the direct control of the voting public.

It is in the social sense of democracy that the criticism is most often made. It is often stated that the services practice a "caste system" in which the enlisted men are virtually "untouchables" and opportunity for advancement is stopped at an almost impenetrable barrier between officers and enlisted men. Discipline, say these critics, is undemocratic and authoritarian in both a social and a governmental sense.

All Organizations Operate Under Rules

In defense of the disciplinary system of the Navy, it must be pointed out that the Navy is merely another large

Distribution Area of the Bass

It cannot really there are less man reliable men-
of the species, and the statement must therefore mean is
that they are commonest. Considering the body in its
customary sense, it is hopeless that the se-
rious of any written examination should be founded on a
majority vote of its members. In a popular sense, the
statement of the ability is commonly a function of the
larger number of existence, for it is easy the least fac-
tories established the knowledge of the species. It must
mean, then, the ability to make discoveries that most facts
ascertained, for it is only the highest for facili-
ing people.

It is in the social sense of knowledge that the
article is most often used. It is often stated that an
existing journal a "good system" is which the writers are
not already "interested" in collecting the statements
in accord or close relationship exists between differ-
ing facilities. Similarly, any other writer, in connec-
tion with a specific or general use a conclusion
means.

All Combinations Cannot Enter Below

It cannot be stated one that the body is exactly another factor

organization which can be compared with the large corporate enterprises of the United States. All such organizations must have a set of rules and regulations which effect a smooth functioning and which have been built up over a long period of operation as they were found necessary. The workman may be discharged if he violates such rules in a private business; the student in a college expelled if he does not conform to the school's edicts; the club member dropped if he does not fulfill his obligations. It is not extraordinary that the Navy has such a set of operating regulations; indeed, it would be amazing if it did not. Similarly, once having established the need for these regulations it must be conceded that it is necessary to enforce them. Is it, then, the means and methods of enforcing the regulations that are undemocratic?

Methods of Enforcing Regulations

There is probably no other organization which has built up such an elaborate system of appeals as the United States Navy. These appeals protect the man involved to a greater extent than do similar systems in industry, and the officers passing on the man are inclined to be less prejudiced than would be the supervisors in an industrial concern, due to the officers' greater security of position. The punishment meted out is stated in formal declarations of the Navy, and in many cases is less severe than would be

the punishment for a similar offense in a civilian concern.

Charge of Social Inequality

A basic criticism, and one which has come in for a great share of publicity in recent years, is the charge of social inequality between officers and enlisted men. One critic, speaking of the Army, says:

> The Army is currently laying plans for a large peacetime army. In spite of the attractiveness of a short-term period of enlistment, choice of individual branch of service, and handsome furlough policies, the men are not re-enlisting in large numbers. Might their reluctance to re-enlist be due to their disapproval of the officer system? The Army would do well to ponder this question.[8]

These critics go on to point out that while the lowest employee of a civilian firm is theoretically able to associate on equal terms socially with the company's president, in the Navy the officer and enlisted man are barred by policy from such fraternization.

The distinction is largely a technical one; the instances in which the janitor and president of a concern are seen lunching together are in such a minority as to be regarded as social phenomena. The fact remains that the janitor feels no social disbarment, nor does he see any sharp dividing line between the people with whom he may associate and those with whom he may not. The choice re-

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[8]Ralph Lewis, "Officer-Enlisted Men's Relationship," American Journal of Sociology, March, 1947, p. 410.

the Declaration the a public attempt to a political economy.

Theory of Social Democracy[1]

A basic criticism, and one which has come to the attention of every student of Marxism, is the failure of Marx to develop a coherent theory of the state. In the absence of such theory, many political movements claiming Marxist ancestry have developed an ambivalent attitude toward the state. On the one hand, they have tended to look upon the state as a class instrument, to be used by the working class to destroy the capitalist state. On the other hand, they have developed political theories which have attributed to the state a certain autonomy, making it possible for the state to play a role in the transition to socialism. This ambivalence has led to confusion in theory and practice.

Some critics go so far as to claim that Marx's failure to develop a theory of the state is not accidental, but rather is a result of his basic assumptions about the nature of society. Marx's theory of society, they argue, is inherently economistic, and therefore he was unable to deal with the political dimension. Others claim that Marx's theory of the state is not underdeveloped, but that it is wrong. Marx's theory of the state, they argue, is instrumentalist, and therefore it is unable to explain the relative autonomy of the state in capitalist society. Marx's theory of the state, they argue, is reductionist, and therefore it is unable to explain the role of the state in the transition to socialism.

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[1]Bruce Laurie, "Socialism-Democracy and the Democratic," Socialism Theory of Socialism, Boston, 1977, p. 234.

mains with him and the people whom he may meet.

The Navy's policies concerning social intercourse between officers and enlisted men are of long standing, and their basic principle is sound. Time and again the lesson has been proven that "familiarity breeds contempt," and young officers have learned that dignity lost is regained with difficulty if at all. Living conditions aboard ship are so much more intimate than in a civilian concern that every effort must be made to preserve this dignity. This situation is an example of a condition in which the status quo has proven efficient in wartime for many years, while experiments of other countries have shown that some alternatives are highly unsuccessful. The Navy will do well to proceed with caution in any considered changes.

Alerting Men on Transfer

A problem which is administrative, but one which concerns the peace of mind of enlisted men, is the current practice of transferring men with little or no warning. This occasions much hardship in many cases, for there is not sufficient time to dispose of automobiles or other belongings, and wives are left behind to settle family affairs.

The Navy should make efforts to transfer enlisted men by name, and to give them adequate warning so that they can effect their transfers with the minimum possible dislocation of their economic status and family life.

quite with the old Democratic stand by any means.

The Party's political organization against intervention opposed militarism and aggression at least rhetorically, but it never really became a peace party. Time and again its leaders have joined righteously in the crusade. Their only difference with Republicans was that Democrats were more likely to call it a "police action" than a war. Liberal opposition almost never materialized in a meaningful manner. Only the Socialist Party in the 1930's and the Communist Party in the 1940's opposed militarism in anything like a consistent manner. Both of these parties were driven from the main stream of political life by the anti-Communist hysteria of the 1950's.

Democrats have not traditionally been the party of civil liberties. Their record on the suppression of political opposition in the 1790's, the Civil War, World War I, and the 1950's is not a pretty one. Democrats have been the party of the status quo, not of change. Their appeal has been to the middle class, not to the poor. Their leaders have been conservative, not liberal. Their policies have been cautious, not bold. Their record has been one of compromise, not of principle.

Democrats have not traditionally been the party of civil liberties. Their record on the suppression of political opposition in the 1790's, the Civil War, World War I, and the 1950's is not a pretty one. Democrats have been the party of the status quo, not of change. Their appeal has been to the middle class, not to the poor. Their leaders have been conservative, not liberal. Their policies have been cautious, not bold. Their record has been one of compromise, not of principle.

Summary and Conclusions

1. The Navy, like other large organizations, has personnel problems peculiar to the organization. In discussing these, it must be kept in mind that a partially satisfactory status quo is often better than untried change.

2. There exists in the Navy at present a low motivation toward advancement in rate on the part of many personnel. This is caused mainly by a feeling, partially justified, that there is not enough opportunity to advance.

3. The presence of Negroes in the Navy constitutes a problem, just as does their presence in any other organization.

4. In World War II the Navy went through three stages of policy toward Negroes: they were not wanted except as messmen, they were accepted for general service but segregated, and finally, segregation was abolished.

5. The Navy's policy toward Negroes at present is as unprejudiced as that of any other organization. Much good sociological work has been done by the Navy, and it remains to be seen how effectively the new policy can be carried out.

6. The type of desired leadership has changed from emotional to scientific with the advent of complicated machinery in the Navy. Many officers have not kept up with this change.

Exercise in Coordination

3. The Navy, like other large organizations, has internal problems familiar to the psychiatrist. In discussing these problems, it would be easy to make use of psychiatric terminology without the in depth training necessary.

4. There exists in the Navy if present a tendency toward obsessive-compulsive behavior. This is recognized, but little is done about it.

5. The Navy's policy of reward & punishment, though basically sound, is not always carried out.

6. In short the Navy must thoroughly clean out the cobwebs of Victor Borden Thinking! Some day we should, only then, encourage individuality, and liberally, encourage new ideas.

7. The Navy's policy toward Officers it trained is an contradictory to what we think appropriate. Some good qualities must not then done by the Navy, but it remains as be seen how effectively the new policy can be carried out.

8. One area of obvious inconsistency and weakness modified to accomplish with the absence of disciplined behavior in the Navy. Many officers have not only of also take action.

7. Enlisted men are not given the social status which their work and abilities warrant. They are stereotyped in an unflattering manner by the general population, and this serves to keep desirable personnel out of the Navy.

8. The Navy is criticized as being undemocratic by some individuals. In most ways it is as democratic or more so than other large organizations.

9. Certain Navy policies have been found necessary due to the military situation; one of these concerns fraternization between officers and enlisted men. All aspects of this situation should be considered carefully before any change is attempted.

10. Alerting men a sufficient time before transfer to allow them to settle their private affairs should be a goal in personnel distribution work.

11. Naval leaders should maintain constant efforts to raise the educational and moral standards of Navy personnel, for improvement must come from within. Any such improvement will benefit the naval service as well as the country as a whole.

7. Indicted cows are kept from the normal herds
while their milk production increases. They are gradu-
ally fitted in by artificial insemination, using bulls
that have been put through rigorous tests.

8. The Navy is criticized as being undemocratic
by some individuals. It must keep it in discipline to
make it ready for immediate operations.

9. Certain Navy policies have found strong resistance
from the military although not of course disastrous situ-
ation between officers and enlisted men. All relations of
this situation should be examined carefully before any
change is attempted.

10. Figuring out a satisfactory time budget
to allow time to watch their private affairs should be a
part in personnel administration study.

11. Navy leaders should maintain vocational efforts
to raise the educational and cultural standards of Navy personnel. The improvement must come slowly. The navy in-
creasingly will benefit the naval service in well in the
course of a whole.

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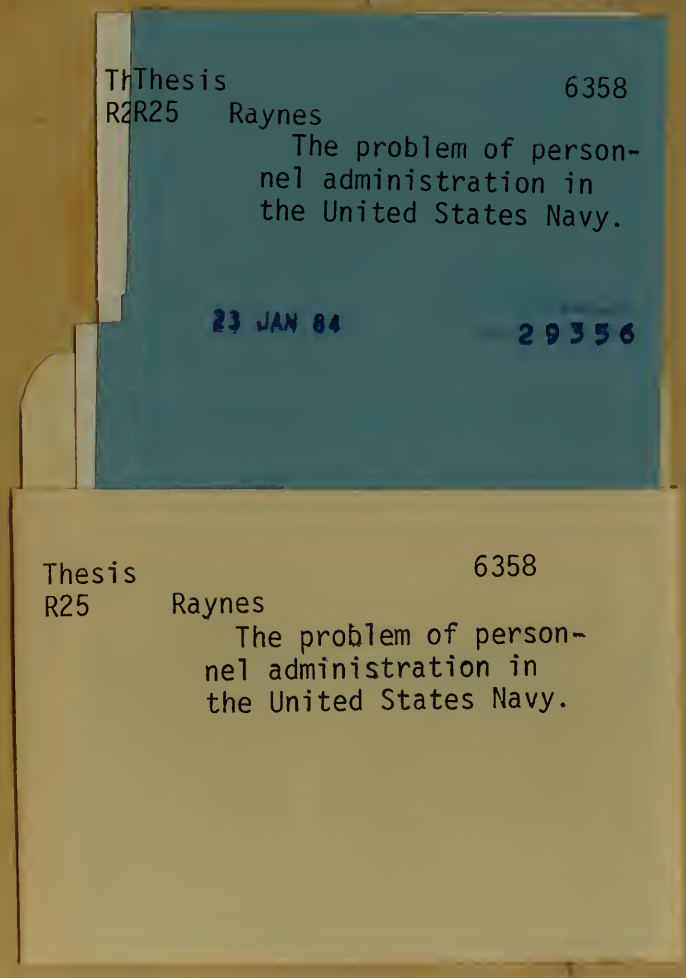

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